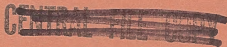




88027566



UNITED STATES
DEPARTMENT OF THE INTERIOR
BUDGET JUSTIFICATIONS, F. Y. 1970



PUBLIC LAND MANAGEMENT
BUREAU OF LAND MANAGEMENT

JK
870
.L3
L37
1970

#15113312 IDA88027566

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUDGET JUSTIFICATIONS, F. Y. 1970

JK
870
.L3
L37
1970



Buyer, BLM
D-563A, Bldg. 244
Denver Federal Center
P. O. Box 250
Denver, CO 80224

PUBLIC LAND MANAGEMENT
BUREAU OF LAND MANAGEMENT

BUREAU OF LAND MANAGEMENT

Justification for Appropriations, Fiscal Year 1970

Table of Contents

	<u>Page</u>
Highlight Statement.....	1
Statement of Receipts.....	7
Distribution of Receipts to States and Counties.....	8
<u>Management of lands and resources.....</u>	<u>9</u>
1. Realty and mineral leasing services.....	13
2. Resource management, conservation and protection.....	18
3. Cadastral survey.....	37
4. Firefighting and rehabilitation.....	38
5. General administration.....	39
Itemization of estimate.....	41
<u>Construction and maintenance.....</u>	<u>42</u>
1. Construction.....	42
2. Maintenance.....	46
Itemization of estimate.....	50
<u>Public lands development roads and trails.....</u>	<u>51</u>
Itemization of estimate.....	55
<u>Oregon and California Grant Lands.....</u>	<u>56</u>
1. Construction and acquisition.....	58
2. Forest development, protection and management.....	66
3. Operation and maintenance.....	68
Itemization of estimate.....	69
<u>Range Improvements, Bureau of Land Management.....</u>	<u>70</u>
Itemization of estimate.....	71
Administrative Provisions.....	72

BLM Library
 B-553A, Building 50
 Denver Federal Center
 P. O. Box 25047
 Denver, CO 80226-0047

Highlight Statement

The Bureau of Land Management manages for public use and general public benefit about 453 million acres of land, including 278 million acres in Alaska, and 175 million acres in the 11 western States. These lands possess valuable mineral, forest, range, watershed, recreation, and wildlife resources, and some have significant values to contribute to the commercial, industrial, residential, and environmental requirements of a growing nation.

This statement presents the major highlights of the FY 1970 budget to manage a varied, complex and intricately inter-related conservation program for the public lands, and to meet pressing public use demands on the public lands.

Growing Pressure for Land and Recreational Use

Since the frontier expansion of our Nation during the 19th century, the public land base has been diminished as the using population has grown. Population growth in the eleven western states was $2\frac{1}{2}$ times the national rate during the 1950-1960 decade. At this rate, the western population will double in the next 30 years. By 1975, the western urban population is expected to grow to 29.8 million. In 1950, it was 13.7 million. This would be an increase of 118 percent in 25 years.

By 1975, 85 percent of the Nation's population will live in urban areas. Back in 1950, cities of 2,500 people or more required 17 million acres of land. By 1980, these cities will require 30 million acres of land. In 1950, public recreation areas alone required 46 million acres of land. In 1980, recreation will require 72 million acres of land. In total, this is a need for an additional 39 million acres of land by 1980. It can only be met from the non-urban uses of land.

In the West, we estimate that state and local governments will need an additional 3 million acres of public land for growing uses by 1974, and the private sector will need another $2\frac{1}{2}$ million acres. Neither private nor State land resources can satisfy most of these needs. The Federal Government represents the only major source. These pressures cannot be ignored, but we must stay ahead of the demand by classifying sufficient land for disposal to meet these needs. It is planned to classify 10 million acres for disposal by 1974, and to transfer about 3 million acres to private individuals or local governments during this period.

In 1970, we expect about 32 million recreation visitor days on the public lands, involving both intensive and extensive recreation activity. By 1974, this is estimated to increase to 50 million recreation visitor days. To meet this and other demands, the Bureau must plan for all public uses, including outdoor recreation and wildlife habitat.

We do not have facilities to accommodate the expected 7.5 million visitor days of intensive use in 1974. This would require about 62,000 units of one-time-use capacity (OTU). The Bureau is now able to provide only 14,000 OTU's. We are adding less than 750 OTU's in FY 1970. At this rate, by 1974 a deficit of over 43,000 OTU's will exist. Recreation is an important use of the public lands and the Federal Government must decide how it will cope with the fast growing demands for recreation lands and facilities.

Johnny Horizon Anti-Littering Campaign

In June, 1968, the Bureau launched an intensive campaign to prevent littering and to protect the natural beauty of our public lands. This new national anti-litter campaign is led by a symbolic character, Johnny Horizon, whose theme is "This

land is your land--Keep it clean." We are using litter bags, posters, brochures, teachers kits, pledge cards, and similar materials to urge everyone to have a greater respect for all publicly owned lands. The primary objective of the campaign is to prevent littering, as the most effective means of keeping public lands clean. We are trying to enlist the aid of the American people in this effort.

Although the Johnny Horizon campaign is still very new, the responses from the general public, the news media, other governmental agencies, and public service organizations have been immediate and enthusiastic. For example, the General Federation of Women's Clubs has adopted the Johnny Horizon campaign as a part of its 1968-1969 conservation program and has urged its 11 million members to support Johnny Horizon in their local communities.

We have received many other requests for Johnny Horizon information and materials, and several Johnny Horizon cleanup projects have been carried out. One such project was the cleanup of the Reed Island beach on the Columbia River, by the Northwest Trailer Sailors from Portland, Oregon.

We have confidence that the Johnny Horizon program will achieve its goal of making the American people more aware of the beauty of this Nation and the need to stop despoiling that beauty. To carryout the program in FY 1970, we are requesting an increase of \$60,000 for the Johnny Horizon campaign and related cleanup work.

Fire Protection

The fire situation during the past several years has been very critical. It has been only two years since the Oxbow Ridge Fire covered 48,000 acres of public and private timberlands in western Oregon, and burned one billion board feet of Douglas Fir timber. Again in 1967, a series of fires devastated rangelands, forests, and parklands in the northwestern States, particularly in Idaho and Montana. In 1968, there was a critical fire situation in Alaska. Tentative reports indicate that about 430 fires in Alaska had burned over almost 880,000 acres of BLM land. Also, nearly 1,200 additional fires burned over about 50,000 acres of BLM land in the other western states.

The Bureau's goal in the fire protection program is to prevent fires, if possible, or when fires do start, to control them quickly while they are still small. The program currently needs to step up the replacement of obsolete firefighting and radio communications equipment and to improve the operation and maintenance of the radio communications system. In order to improve our initial attack on fires, an increase of \$100,000 is included in our request for FY 1970.

The Boise Interagency Fire Center is an important element in our fire protection program, not only for us but for the Forest Service, Park Service, and other Federal and State resource conservation agencies in the Northwest and Alaska. In FY 1970, we plan to construct Phase 3 of the BIFC facility at an estimated cost of \$900,000. In order for the BIFC to accomplish its mission, we must also equip, operate and maintain the structures already built or under construction. An increase of \$315,000 to equip, operate and maintain them is included.

Energy and Minerals

The increasing national demand for energy and non-fuel minerals has made urgent our need to expand efforts in this field.

An accelerated program to clear title to ownership of public lands in the Green River Formation is proposed. Development of the resource potential and the need for proper management of surface resources requires a clear title to the land. Mining claims located for both oil shale (prior to 1920) and intermingled minerals (after 1920) have clouded the Federal title to a large portion of the public lands in the oil shale region. For FY 1970, a total increase of \$240,000 for title clearance is included.

An increase of \$345,000 is requested for expanded efforts to evaluate the economic effects of our Outer Continental Shelf (OCS) mineral leasing program and improve our leasing operations. The OCS leasing is estimated to continue generating receipts of nearly \$1 billion annually for the Federal Government.

Road Construction - Public Lands

An adequate system of roads and trails is essential to the public use and proper management and protection of the public land administered by the Bureau. In FY 1970, the Bureau is requesting a PLDR&T program of \$4,000,000 to construct 115 miles of new road, 59 miles of recreation trails, 4 bridges, and surface 123 miles of graded road, for recreation and multiple use needs.

Summary of Budget Request

The estimate of appropriations for the Bureau is summarized below by activity:

	<u>FY 1969</u>	<u>FY 1970</u>	<u>Increase(+)</u> <u>Decrease(-)</u>
	(in thousands of dollars)		
<u>Management of Lands and Resources</u>			
1. Realty and Mineral Leasing Service.....	\$ 6,747	\$ 7,217	\$+ 470
2. Resource Management, Conservation and Protection.....	37,168	38,175	+1,007
3. Cadastral Survey.....	5,385	5,385	---
4. Firefighting and Rehabilitation...	1,000	1,000	---
5. General Administration.....	2,136	2,203	+ 67
Total, M.L.R.	52,436	53,980	+1,544
<u>Construction and Maintenance</u>			
1. Construction.....	1,291	1,291	---
2. Maintenance.....	1,799	1,895	+ 96
Total, C&M	3,090	3,186	+ 96
<u>Public Lands Development Roads and Trails (Liquidation of Contract Authority).....</u>			
	3,500	4,000	+ 500
<u>Oregon and California Grant Lands (Indefinite).....</u>			
	12,750	13,750	+1,000
<u>Range Improvements (Indefinite).....</u>			
	1,460	1,788	+ 328
Subtotal.....	73,236	76,704	+3,468
Permanent Appropriations.....	78,421	80,728	+2,307
Grand Total.....	151,657	157,432	+5,775

Receipts

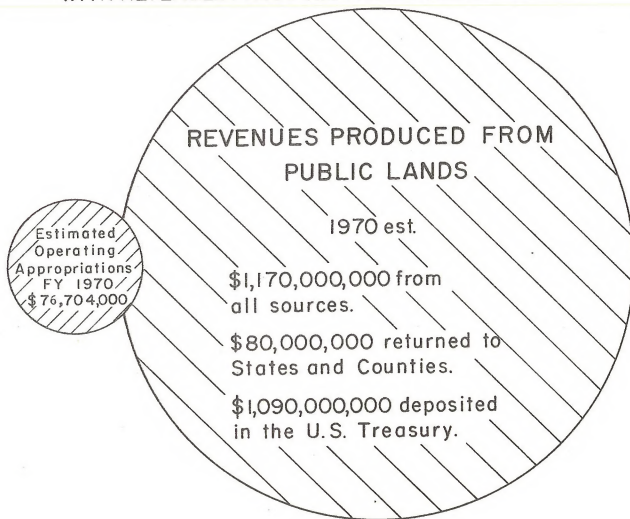
As shown in the table on the following page the Bureau continues to produce substantial revenues for the U.S. Treasury and for public lands states and counties.

	(\$ in millions)			
	1967	1968	1969 ^{1/}	1970 ^{1/}
Total Receipts.....	820	1,158	1,093	1,170
Paid to States and Counties.....	-71	-71	-77	-80
Deposited in the Treasury.....	749	1,087	1,016	1,090

^{1/} Estimated

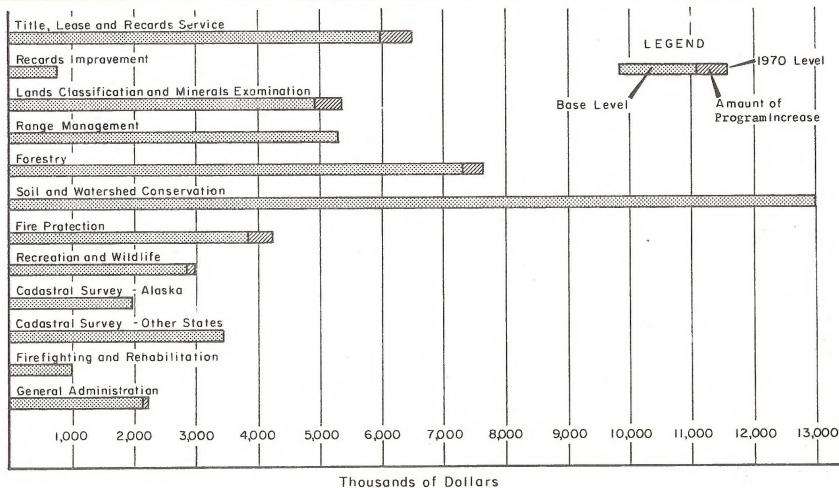
Also, there are more than \$1 billion of OCS receipts in escrow from which the Treasury will receive a substantial portion upon settlement of the dispute with the State of Louisiana.

U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
COMPARISON OF 1970 OPERATING APPROPRIATIONS
WITH REVENUES PRODUCED FROM PUBLIC LANDS



U.S. DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANAGEMENT OF LANDS AND RESOURCES APPROPRIATION
FY 1970 PROGRAM INCREASES



RECEIPTS BY SOURCES

The following table shows actual receipts of the Bureau of Land Management for fiscal years 1966, 1967, 1968, and estimated receipts for 1969 and 1970:

	<u>Actual 1966</u>	<u>Actual 1967</u>	<u>Actual 1968</u>	<u>Estimated 1969</u>	<u>Estimated 1970</u>
Sales, Public Lands and Materials	\$ 2,348,262	\$ 2,583,863	\$ 2,521,132	\$ 3,000,000	\$ 3,500,000
Fees and Commissions	3,853,974	3,268,243	3,889,635	4,200,000	4,500,000
Mineral Leasing	125,299,351	124,977,468	128,555,825	133,400,000	144,300,000
Mineral Leasing, Outer Continental Shelf	248,317,216	637,310,722	961,266,059	890,000,000	950,000,000
Grazing Fees	4,663,895	4,571,449	4,601,460	5,549,000	6,625,000
Right-of-Way Leases	180,438	217,301	225,552	230,000	240,000
Timber Sales	47,649,861	47,075,177	56,166,027	56,700,000	60,450,000
Miscellaneous Receipts ...	597,103	343,457	492,570	350,000	350,000
Total	<u>432,910,100</u>	<u>820,347,680</u>	<u>1,157,718,260</u>	<u>1,093,429,000</u>	<u>1,169,965,000</u>

ALLOCATION OF BUREAU OF LAND MANAGEMENT RECEIPTS TO STATES, 1968

State	Sales of public lands and timber	Mineral leases and permits	Taylor grazing leases	Taylor grazing districts	Other	Total
Alabama -----	\$ 39	\$ 5,395	\$	\$	\$	\$ 5,434
Alaska -----	1,557	7,886,570				7,888,127
Arizona -----	1,507	107,650	31,215	21,184		161,556
Arkansas -----	9	16,024				16,033
California -----	42,167	3,113,779	47,421	6,279		3,209,646
Colorado -----	5,051	3,546,939	11,397	20,816		3,584,203
Florida -----	160	276				436
Idaho -----	17,933	163,287	9,736	32,868		223,824
Illinois -----		15				15
Kansas -----		151,038				151,038
Louisiana -----	1	235,903				235,904
Michigan -----	188	1,586				1,774
Minnesota -----	1					1
Mississippi -----	2	25,578				25,580
Missouri -----	6					6
Montana -----	15,947	2,927,035	34,166	23,431	1/ 59,662	3,060,241
Nebraska -----		4,047	444			4,491
Nevada -----	35,406	363,482	9,446	61,702		470,036
New Mexico -----	10,908	11,085,965	8,951	49,282	1/ 2,492	11,157,598
North Dakota -----		209,049	2,120			211,169
Oklahoma -----	1,123	197,829	95			199,047
Oregon -----	100,551	2,718	15,873	25,674	2/ 25,854,831	25,999,647
South Dakota -----	175	172,988	14,450			187,613
Utah -----	970	3,003,394		34,631	1/ 58	3,039,053
Washington -----	2,491	191	5,770			8,452
Wyoming -----	3,714	15,859,640	77,844	41,806		15,983,004
Total -----	239,906	49,080,378	268,928	317,673	25,917,043	75,823,928

1/ Executive Orders 10787, Nov. 6, 1958, and 10890, Oct. 27, 1960, from grazing.

2/ From "O&C" lands, \$25,567,167; Coos Bay Wagon Road lands, \$287,664.

MANAGEMENT OF LANDS AND RESOURCES

Appropriation, 1968.....	\$49,253,000	
Second supplemental appropriation, 1968.....	<u>9,733,000</u>	
Total appropriation, 1968.....		\$58,986,000
Transferred to "Operating Expenses, Public Build- ings Service," General Services Administration..		<u>-118,127</u>
Total Available, 1968.....		58,867,873
Appropriation, 1969.....	50,751,000	
Transferred to "Operating Expenses, Public Build- ings Service," General Services Administration.		-84,000
Transferred from "Salaries and Expenses, Office of the Secretary".....		141,000
Proposed Transfer from other accounts for pay increase.....		<u>1,628,000</u>
Total Available, 1969.....		52,436,000

Summary of Increases and Decreases, 1970

	<u>Base for</u> <u>1970</u>	<u>Increase</u> <u>1970</u>	
<u>Realty and Mineral Leasing Services</u>			
(a) <u>Title lease and records service</u>			
For increased effort for the oil shale title clearance program....	\$100,000	125,000	
For additional economic evaluation and leasing of the mineral resources of the OCS.....	235,000	<u>345,000</u>	+470,000
<u>Resource Management Conservation and Protection</u>			
(a) <u>Land classification and mineral examination</u>			
Additional work on oil shale title clearance.....	325,000	115,000	
For improvement of land appraisals.	440,000	100,000	
For full-year operation the Lower Colorado Land Use Office.....	83,000	77,000	
(c) <u>Forestry</u>			
To intensify forest management in western Oregon.....	400,000	300,000	
(d) <u>Soil & Watershed Conservation</u>			
To contribute to Departmental funding of EROS program.....	-0-	-33,000	
(e) <u>Fire Protection</u>			
To replace firefighting equipment and improve the operation and maintenance of the radio com- munication system.....	876,000	100,000	
To provide necessary equipment and personnel to operate new facilities at the BIFC.....	304,000	300,000	
(f) <u>Recreation & Wildlife</u>			
For full-year operation of the Lower Colorado Land Use Office.....	52,000	<u>48,000</u>	+1,007,000

Base for	Increase
<u>1970</u>	<u>1970</u>

General Administration

To provide for additional administrative services required by the increased program.....	2,136,000	67,000	
			+ 67,000
Net Increase, 1970.....			1,544,000
Budget Estimate, FY 1970.....			53,980,000

MANAGEMENT OF LANDS AND RESOURCES
Analysis by Activities

Activity	Fiscal Year	1969			
	1968 Amount Available	Total Appropriations	Pay Cost Transfer	Other 1/ Transfers	Amount Available
1. <u>Realty and Mineral Leasing Service</u>	\$ 6,179,334	\$ 6,454,000	\$ 298,800	\$ -5,800	\$ 6,747,000
2. <u>Resource Management, Conservation and Protection</u>	34,913,242	35,992,000	1,092,300	83,700	37,168,000
3. <u>Cadastral Survey</u>	5,069,040	5,259,000	145,200	-19,200	5,385,000
4. <u>Firefighting and Rehabilitation</u>	9,170,349	1,000,000	---	---	1,000,000
5. <u>General Administration</u> ..	1,980,965	2,046,000	91,700	-1,700	2,136,000
<u>Unob. balance transferred to other accounts</u>	160,000	---	---	---	---
<u>Unob. balance lapsing</u> ...	1,394,943	---	---	---	---
Total	58,867,873	50,751,000	1,628,000	+57,000	52,436,000

1/ Represents transfers of \$84,000 to General Services Administration, and of \$141,000 from Office of the Secretary.

MANAGEMENT OF LANDS AND RESOURCES
Analysis by Activities

Activity	FY 1968 Amount Available	FY 1969 Amount Available	FY 1970 Estimate	Increase (+) Decrease(-) 1970 Compared with 1969	Page Ref.
1. <u>Realty and Mineral Leasing Services</u>	\$ 6,179,334	\$ 6,747,000	\$ 7,217,000	\$ +470,000	13
2. <u>Resource Management Conser- vation and Protection</u>	34,913,242	37,168,000	38,175,000	+1,007,000	18
3. <u>Cadastral Survey</u>	5,069,040	5,385,000	5,385,000	---	37
4. <u>Firefighting and Rehabili- tation</u>	9,170,349	1,000,000	1,000,000	---	38
5. <u>General Administration</u>	1,980,965	2,136,000	2,203,000	+67,000	39
<u>Unob. balance transferred to other accounts</u>	160,000	---	---	---	
<u>Unob. balance lapsing</u>	1,394,943	---	---	---	
Total.....	58,867,873	52,436,000	53,980,000	+ 1,544,000	

1. REALTY AND MINERAL LEASING SERVICES

Analysis by Subactivities

Subactivity	FY 1968 Amount Available	FY 1969 Amount Available	FY 1970 Estimate	Increase (+) or Decrease (-) 1970 Compared with 1969
(a) Title, Lease and records service...	\$5,557,643	\$5,966,000	\$6,436,000	\$+470,000
(b) Records Improvement	621,691	781,000	781,000	---
Total.....	6,179,334	6,747,000	7,217,000	+470,000

(a) Title, Lease and Records Services: FY 1969, \$5,966,000; FY 1970 \$6,436,000 an increase of \$470,000. The increase consists of:

Amount	Increase (+) or Decrease (-) Positions	Total Program	Total Positions	Explanation
(1) +125,000	+11	\$225,000	20	<u>Oil Shale Title Clearance</u> - For increased title, lease and records service for the oil shale title clearance program.
(2) +345,000	+17	\$580,000	31	<u>Outer Continental Shelf Mineral Leasing</u> - For additional economic evaluation and leasing of the mineral resources on the Outer Continental Shelf.
<u>+470,000</u>	<u>+28</u>			

Oil Shale Title Clearance

Need for Increase: The major portion of the richest domestic oil shale resources is on public lands.

ESTIMATED SHALE OIL RESOURCES - GREEN RIVER FORMATION

	Billions of barrels of oil equivalent
Colorado - Piceance Basin	1,480
Utah - Uinta Basin	1,820
Wyoming - Washakie Basin and Green River Basin	730
Total	4,030

The Bureau has responsibility to clear title to public oil shale bearing lands in the Green River Formation prior to offering the lands for lease. With the increase provided in the FY 1969 Appropriation Act, the Bureau has begun work to determine

validity of some unpatented mining claims in the Piceance Basin which now cloud title to these valuable lands.

No investment in development should be made on these lands until clear title is established. Unless the title clearance work is substantially accelerated with the fund increase being requested, the time required to clear title will be lengthened. Each year of delay adds to the deterioration and disappearance of on-the-ground evidence of exploration activity; locators or their heirs and successors die or move away, multiplying the problems of determining the status of the claims and bringing them to resolution.

Plan for Increase: The proposed increase will allow acceleration of the following steps in FY 1970:

1. Abstract all remaining mining claim records in the oil shale counties of Colorado, Utah, and Wyoming and record the essential information on computer tape.
2. Initiate contest action to resolve validity of unpatented mining claims in high priority areas of the oil shale program such as, test lease areas, research areas, nuclear experiments, core drilling sites, exchange areas, etc.
3. Continue as expeditiously as possible work on possible test cases involving dawsonite or oil shale location claims.
4. Initiate on an orderly, scheduled basis contest action on all unpatented claims covering the oil shale lands. The most valuable areas will be given highest priority.
5. Accelerate preparation of necessary information, briefs, and testimony, permitting the larger number of cases to reach the hearing stage in FY 1970.

The title clearance effort was originally planned as a six year effort, covering an estimated 36,000 pre-1920 locations and 16,500 post-1920 locations or a total of about 52,500 individual cases.

This schedule was planned to coincide with the planned speed of development testing and technological research being conducted by others. This coordinated phasing will produce cleared tracts available for production by the time they are needed.

Unless the pace of the title clearance effort is accelerated above the 1969 level, so the necessary work can be completed on schedule, the entire program will be delayed one or more years.

The complete Oil Shale Title Clearance program involves joint efforts funded from portions of three budget subactivities:

<u>Appropriation/Activity</u>	<u>FY69 Base Amount</u>	<u>FY 1970 Increase</u>	<u>Total Program</u>
<u>Management of Lands & Resources</u>			
1. Realty & Mineral Leasing Services			
(a) Title, Lease & Records Services	\$ 100,000	\$ +125,000	\$ 225,000
2. Resource Mgmt., Cons. & Protection			
(a) Land Classification & Minerals Exam.	325,000	+115,000	440,000
3. Cadastral Survey			
(b) Other States	50,000	-0-	50,000
Total Program	475,000	240,000	715,000

Outer Continental Shelf Mineral Leasing

Need for Increase: Substantial revenues are realized from the Outer Continental Shelf (OCS) mineral leasing activities:

	Actual FY1967	Actual FY1968	Estimated FY 1969	Estimated FY 1970
		(\$ in millions)		
Mineral Leasing, OCS	637.3	961.3	890.0	950.0

In FY 1970 receipts will amount to over 12 times the Bureau's total estimated operating appropriations.

The Bureau must (1) assure that these mineral resources are properly developed, (2) assure that the Government is receiving adequate return, and (3) maintain an efficient process for handling leases which annually produce nearly a billion dollars in Federal revenue. With the additional funds, the Bureau will give increased attention to the leasing procedures of the OCS resources and certain upland areas on a case by case approach.

At present, the disposal of OCS resources covers primarily oil, gas, and sulphur. However, other resources such as manganese and phosphorite are potentially important minerals for leasing on the OCS. Additional work is required to evaluate the need for these minerals; the ability of the OCS reserves to compete with on-shore and overseas sources; and the leasing system that would be best in each case.

Plan for Increase: Efforts will continue, using both the FY 1969 level of funds and the increase, to give additional attention to the following studies of the economic and lease administration aspects of the OCS program:

1. Study the timing of lease sales, the size of areas offered, and the location of offerings to develop an optimum leasing schedule.
2. Establishment of evaluation guidelines to determine acceptable bid values.
3. Comparison of the current method of awarding leases to the highest cash bonus bidder with alternative methods including methods used by States and foreign countries, in order to determine which practices are most likely to insure an adequate return to the Government.
4. Analysis of the appropriateness of current royalty and rental rates.
5. Study of broad policy considerations, such as national security, the need to encourage domestic exploration and other factors of national interest.
6. Develop leasing policies to provide optimum incentive, considering all aspects of non-fuel minerals development potential on the OCS.

Program of Continuing Work: In addition to the two programs for which increases are sought, the principal program goal of this subactivity is to provide prompt and efficient realty and leasing services to the public and all governmental agencies. This includes the operation of a modern land disposal program in areas where non-Federal ownership becomes the most appropriate use of the land.

Providing public land status and information about the public land and mineral laws, and processing realty transactions with other Federal agencies, State and local governments and private individuals are continuing efforts in this program. The leasing and disposal of non-renewable natural resources under conservation guidelines constitutes a large portion of the workload, and generates substantial

income for the Federal Government.

The advent of new cases and the rate of completion of cases are relatively equal, so that the number of unclosed and pending lands and minerals cases will remain at about 25,000 cases (11,000 lands cases and 14,000 minerals cases). Most incoming cases are free of disqualifying defects and require action through to decision stage which is becoming more complex due to new technology and diversified user demands for land and its resources. Consequently, most new applications require more time to process than the larger proportion of previous applications which were defective and therefore rejected in the first stages.

(b) Records Improvement: FY 1969, \$781,000; FY 1970, \$781,000; no change.

Program of Continuing Work: Records improvement is the construction of new land status records in each Land Office to replace the original records which become worn or illegible through age and use. Through the new records system, which also makes use of modern reproduction equipment, Land Offices provide land status information or copies quickly and economically to anyone.

In FY 1969 new records will be completed for Oregon and construction of new records for Idaho will be started.

In the FY 1970 most of the new records for Idaho will be completed and preliminary data assembly for the Sacramento Land Office of California will begin.

In the FY 1971 new records for Idaho will be completed, and construction of new records for the Sacramento Land Office will be underway. Completion of the Sacramento Land Office records and construction of new records for the Riverside Land Office of California will follow.

Records improvement work has been completed and new records are now installed in Alaska, Arizona, Colorado, Montana, Nevada, New Mexico, Oklahoma, Utah, and Wyoming, and for portions of Kansas, Nebraska, North Dakota, and South Dakota. Completed new records are scheduled for Oregon in FY 1969, for Idaho in FY 1971, and for California by FY 1974.

Status of Program

The principal program goal of this activity is to provide prompt and efficient services to the public and to governmental agencies and to execute a well-planned disposal program in areas where non-Federal ownership of land is more appropriate. Efforts are continuing in the evaluation of the economics of offshore oil and gas leasing and in oil shale land title clearance.

The lease and disposal of non-renewable natural resources generates substantial income in excess of operating expenses. Total receipts from lands and minerals programs for the past year and those estimated for the current and budget years are as follows:

REVENUES FROM LANDS AND MINERALS ACTIVITIES FY 1968-70			
Fiscal Year	Outer Continental Shelf	All Others	Total
1968	\$961,266,059	\$134,966,592	\$1,096,232,651
1969	890,000,000	140,600,000	1,030,600,000
1970	950,000,000	152,300,000	1,102,300,000

Among the National benefits derived from the public lands are the minerals produced under lease and permit. Following is a table indicating production for the past several years.

Mineral Production from Bureau-administered Lands, by Minerals,
and Percentages of Total U.S. Production

Mineral	Unit	Calendar 1965		Calendar 1966		Calendar 1967	
		Production	% of U.S.	Production	% of U.S.	Production	% of U.S.
Petroleum	million barrels	334.7	11.8	385.5	12.6	428.8	13.3
Natural Gas	Billion cu. ft.	1,106.4	6.9	1,528.5	10.7	2,188.0	11.6
Gasoline & L.P.G.	million gallons	503.8	2.7	807.5	2.5	712.2	3.3
Potash	million short tons	17.8	95.0	17.3	87.5	13.8	50.0
Coal (bituminous)	million short tons	6.0	1.2	7.1	1.3	6.8	1.2
Phosphate	million short tons	2.6	2.9	2.0	5.0	2.2	5.4
Sodium	million short tons	1.5	N/A	1.6	10.0	1.8	10.1
Sulphur	million long tons	1.1	13.4	1.4	17.2	1.4	20.1

2. RESOURCE MANAGEMENT, CONSERVATION AND PROTECTION

Analysis of Subactivities

Subactivity	FY 1968 Amount Available	FY 1969 Amount Available	FY 1970 Estimate	Increase(+) or Decrease (-) 1970 Compared with 1969
(a) Land classifica- tion and mineral examination.....	\$ 4,275,284	\$ 4,932,000	\$ 5,224,000	\$+ 292,000
(b) Range management....	4,953,907	5,234,000	5,234,000	---
(c) Forestry.....	6,824,703	7,276,000	7,576,000	+ 300,000
(d) Soil and watershed conservation.....	12,784,997	13,060,000	13,027,000	- 33,000
(e) Fire protection.....	3,593,242	3,829,000	4,229,000	+ 400,000
(f) Recreation and wildlife.....	2,481,109	2,837,000	2,885,000	+ 48,000
Total.....	34,913,242	37,168,000	38,175,000	+1,007,000

- (a) Land Classification and Mineral Examination: FY 1969, \$4,932,000; FY 1970, \$5,224,000, increase of \$292,000. The increase consists of:

	<u>Increase (+) or Decrease (-)</u>		<u>Total Program</u>	<u>Total Positions</u>	
	<u>Amount</u>	<u>Positions</u>			
(1)	\$+115,000	+9	\$440,000	37	For additional classification and examination work in Oil Shale Title Clearance.
(2)	+100,000	+5	540,000	33	For improvement of the Bureau's land appraisal capability.
(3)	+ 77,000	--	160,000	11	For full-year operation of the Lower Colorado River Land Use Office transferred to the Bureau from the Office of the Secretary.
	<u>+292,000</u>	<u>+14</u>			

Oil Shale Title Clearance

Need for Increase: The increase of \$115,000 will permit additional field mineral examination and land classification work necessary to clear title to the oil shale bearing lands of the Green River Formation, Colorado, Wyoming and Utah. Title to these lands is encumbered by an estimated 52,500 unpatented mining claims located both for oil shale and for intermingled metalliferous minerals.

This subactivity funds the field examination and classification work required for determination of mining claim validity. It is an integral part of the total Oil Shale Title Clearance program along with the increase requested under the subactivity "Title, Lease, and Records Service." See narrative statement on "Title, Lease, and Records Service" for justification of the total Oil Shale Title Clearance Program increase.

Land Appraisal Improvement

Need for Increase: The need to correctly estimate fair market land values is crucial because of the methods by which the public lands must be sold. Some lands are sold at auction on a competitive bid basis with no stipulations attached to the sale. For these sales, depending upon competition, the Government generally receives full market value. However, most sales contain required stipulations which can restrict the competitive nature of the sale price. Many of the land disposal laws give preference purchase rights to various parties. An example is the Public Sale Law (R.S. 2455) which allows the owner of contiguous land the right to buy a parcel of public land at the high bid or at three times the appraised price, whichever is lesser. Any similar requirements usually restrict the number of interested buyers since, for example, access to the parcel by other than contiguous owners may be restricted. Under any non-competitive conditions, the land is usually sold at the price estimated by an appraisal, and not at the price that would be established by numerous buyers bidding against each other in an open market atmosphere. If the appraisal under-estimated the value of the land, the Government would not receive fair market value. If the value was over-estimated, the applicant would either not purchase or he could appeal the appraised value and the Bureau would expend additional time and money in answering the appeal and reappraising the land.

Applicants will protest high appraisals but will not contest low ones. Without competition at the market place (public sale), fair market values can be assured only by maintaining high appraisal standards.

Appraisals were, and are needed in conjunction with the following workload in FY 1968, FY 1969, and projected for FY 1970:

	Land Sales		Land Exchanges		Total ^{1/}	Total
FY	Acres	Receipts	Acres	Value	Acres	Sale Receipts & Exchange Value
1968	67,000	\$1,975,000	355,000	\$10,000,000	422,000	\$11,975,000
1969	100,000	2,500,000	500,000	15,500,000	600,000	18,000,000
1970	120,000	3,000,000	500,000	15,500,000	620,000	18,500,000

1/ In addition to Sales and Exchanges, there are other transactions such as rights-of-way, termination of trespass, and leasing, all requiring appraisal.

The Bureau plans to classify about ten million acres of land for disposal within the next five years. Inadequate appraisals could substantially reduce the revenues the Federal Government could expect from the sales of these lands, or if the estimated land values are too high, the land will go unsold.

As with any specialty, junior appraisers must receive specialized training and experience to assure adequate performance. It is necessary for experienced appraisers to constantly review the appraisal reports, to insure quality and to discover what additional training is required by the personnel making the initial appraisals.

Increasing and rapidly changing land values add to the complexity of quality appraisals. More appraisals will involve intensive use areas, notably urban and recreational areas. These areas of constantly changing conditions require more analyses of the market conditions. Reviewing appraisers are essential in these situations.

At the present funding level, only a small portion of the appraisals can be reviewed. These few reviews, however, have indicated a need for additional training of field appraisers.

Plan for Increase: In FY 1970, five additional Reviewing Appraisers will be hired to review the appraisal reports written by the field appraisers. These early reviews will improve the appraisal process and help to insure obtaining fair market value through correction of any deficiencies or inadequacies before the appraised parcel of land is leased or sold. In addition to their reviewing duties, they will train field appraisal personnel. On-the-job training will be emphasized, but formal training at outside facilities will also be utilized.

Training of a formal nature given by a recognized appraisal institute will also be provided for the Reviewing Appraisers.

During calendar year 1967, the Bureau processed 2,820 lands transactions which required an estimation of value. Over 85,000 acres were sold and about 258,000 acres were leased or rented. The Federal Government received over \$2.3 million from the use and sale of these lands.

The current volume of appraisal activity in the Bureau is expected to increase with the increasing volume of lands transactions.

Lower Colorado River Land Use Office

Need for Increase: Secretarial Order No. 2915 dated December 11, 1968 transferred the administration of the function and programs of this office to BIM from the Office of Secretary.

Funds being requested appear under this heading as an increase only by reason of the method of presentation. The total requested is the same in 1970 as for 1969.

The FY 1970 amount, reflected as an increase, is to finance the office for the full year, whereas the FY 1969 amount covers only that part of the year which followed the transfer. At the time of transfer, the unexpended balance of the funds appropriated in FY 1969 was transferred to the Bureau. The current operations of the office fall within two BIM appropriations, and four subactivities, including the one under this heading, Land Classification and Mineral Examination. The following table illustrates this:

<u>Appropriation/Subactivity</u>	<u>Transferred in FY 1969</u>	<u>Amount expended by Office of Secretary in FY 1969</u>	<u>Total Cost to Operate Full Year FY 1970</u>
<u>Management of Lands Resources</u>			
Land Classification and Mineral Examination	\$83,000	\$77,000	\$160,000
Recreation and Wildlife	52,000	48,000	100,000
General Administration	6,000	5,000	11,000
<u>Construction and Maintenance</u>			
Recreation Maintenance	9,000	8,000	17,000
Total	<u>150,000</u>	<u>138,000</u>	<u>288,000</u>

The budget request of the Office of Secretary reflects offsetting decreases.

Plan for Increase: The increase represents the amount expended by the Office of Secretary in FY 1969 and in effect there is no additional cost for the Government to continue the function of this office at the same level as FY 1969. The primary responsibility of this office continues to be the implementation of the Lower Colorado River Land Use Plan involving 500,000 acres of land in the Lower Colorado

River valley. Under the plan the office administers over 600 Applications and Permits for use of land. There is a continuing need for field work both in appraisals of illegal occupancies in connection with extensive litigation in process, and in updating or maintaining existing rentals and charges on a current basis.

Program of Continuing Work: In addition to accelerated work under the proposed increases, attention will be given to the recurring annual workload in the lands and minerals program.

Field examination of about 3,800 petition-applications will be completed.

In Arizona, efforts will continue in the program which was begun in FY 1968 to transfer 700,000 acres of public domain to the State of Arizona in satisfaction of Arizona's outstanding lieu land selection rights. About 250,000 acres of the total 700,000 acres will be transferred during FY 1970.

In Idaho, efforts to settle problems in the Snake River Omitted Lands area will be accelerated as the workload in the Desert Lands Entry Program diminishes.

The land exchange program will be continued, utilizing lands classified for disposal and best adapted to exchange. Leases and permits will be issued to permit special uses of the public lands including rights-of-way and easements.

Review of lands previously withdrawn for specific purposes will continue as a part of the land tenure adjustment program. Restorations are made after determination that the need for withdrawal no longer exists.

Appropriate and reasonable surface restoration requirements are made a part of mineral leases and mineral sales to control surface damage.

Priority is given to processing cases involving mining projects, and to mineral trespass investigations.

The estimated workload and accomplishments for FY 1969 and FY 1970 are as follows:

LAND TRANSFERS

<u>Action</u>	<u>FY 1969</u>		<u>FY 1970</u>	
	<u>Acres</u>	<u>No.</u>	<u>Acres</u>	<u>No.</u>
<u>Land Transfers</u>				
Private Exchanges.....	429,400	300	302,300	400
State Exchanges.....	160,700	50	185,800	100
State Selections.....	804,300	800	1,448,000	900
Recreation & Public				
Purposes Act.....	56,700	400	43,000	400
Mining Claims.....	5,300	750	7,400	800
Other <u>1/</u>	218,600	5,200	224,500	3,800
TOTAL.....	1,675,000	7,500	2,211,000	6,400
Withdrawals & Restorations.....	491,700	400	529,700	400

1/ Includes transfers of title under the Public Land Sale Act, Taylor Grazing Act, Desert Land Entry Act, Mining Claim Occupancy Act, Color-of-Title, Small Tract Act, various agricultural entry acts, etc.

LAND CLASSIFICATION

<u>Land Classification</u>	<u>FY 1969</u>		<u>FY 1970</u>	
	<u>Acres Classified</u>	<u>Public Meetings</u>	<u>Acres Classified</u>	<u>Public Meetings</u>
For Multiple-Use Retention <u>1/</u>	93,000,000	300	78,000,000	200
For Disposal.....	1,150,000	200	1,300,000	250
Total.....	94,150,000	500	79,300,000	450

1/ Includes Alaska

OTHER LANDS AND MINERALS ACTIONS

Type	Unit	FY 1969	FY 1970
<u>Trespass Abatements:</u>			
a. Occupancy.....	No.	120	260
b. Use.....	No.	140	230
c. Mineral.....	No.	80	90
Total.....		340	580
Material Sales & Permits.....	No.	1,200	1,700
Rights-of-way & Nonmineral Permits.....	No.	1,900	1,900
Resource Inventory.....	Acres	70,000,000	75,000,000

(b) Range Management: FY 1969, \$5,234,000; FY 1970, \$5,234,000, no change.

Plan of Work: The Bureau issues over 26,000 permits, licenses and leases annually to graze about 3.8 million cattle and horses and 6.8 million sheep and goats on the public lands in the western States and Alaska plus 23,500 reindeer in Alaska. These livestock consume nearly 14 million animal unit months (AUM's) of forage each year. In addition, over 2½ million big game animals and countless small game animals and birds share these range lands with domestic livestock for both food and habitat.

The Bureau's range administration workload includes issuing grazing permits and leases, making allotment transfers and adjustments resulting from base property transfers or changes in range use requirements, and maintaining the necessary records of use, ranch ownership, grazing privileges, etc. The Bureau mediates between conflicting range uses, investigates trespass, holds public meetings, and answers public inquiries about range management. It works closely with advisory boards set up in each district.

The Bureau seeks to assure maximum use of forage vegetation by livestock and wildlife consistent with the conservation and protection of the resource. Range management provides a means to improve forage production while protecting watersheds, controlling erosion, and improving wildlife habitat. However, the long period of competitive use without conservation measures before 1934 left the bulk of public domain range lands in a deteriorated condition. Thirty-one percent of the land is in the two lowest classes of condition (poor and bad). The public range lands, which are also watersheds, contribute 554 million tons of silt to pollute streams, annually cause \$14 million of flood damage from rapid runoff and, because of their poor condition, lose capacity to produce at the rate of 80,000 animal unit months of forage annually.

Conversely, the national demand for livestock and livestock products is expected to increase by forty-one percent in 1980 over 1960. BLM lands contribute to the supply in the eleven western states where feed requirements are estimated to increase forty-four percent between 1967 and 1980; the national increase is expected to be only twenty-three percent.

The Bureau seeks to aid dependent livestock operators, communities and regions and improve range condition through allotment management plans using such techniques as rest-rotation. Most cooperating ranchers find that the advanced grazing techniques incorporated in these plans have improved range condition and increased available forage.

Twelve hundred allotment management plans will be in effect at the end of FY 1969 and 200 are being planned for 1970. At the no increase level, at the end of FY 1970, these 1,400 allotment management plans will be the maximum number attainable within the manpower available for supervision. The total number of plans needed is estimated at 10,700.

(c) Forestry: FY 1969, \$7,276,000; FY 1970, \$7,576,000; an increase of \$300,000, all for Forest Management, Western Oregon. The increase consists of:

<u>Increase (+) or Decrease (-)</u>		<u>Total</u>	<u>Total</u>	<u>Explanation</u>
<u>Amount</u>	<u>Positions</u>	<u>Program</u>	<u>Positions</u>	
(1) +250,000	+20	\$600,000	49	To accelerate forest inventory and allowable cut computation in western Oregon.
(2) + 50,000	+ 4	100,000	8	To increase trespass control work in western Oregon
<u>+300,000</u>	<u>+24</u>			

1. Forest Management, Western Oregon: FY 1969, \$4,677,000; FY 1970, \$4,977,000; an increase of \$300,000.

Need for Increase: The increase includes \$250,000 to accelerate forest inventory and allowable cut computations.

Sustained yield management of highly productive forest land requires periodic inventories of producing stands and productive lands, followed by recalculation of annual rates of growth and overall production. A reinventory of O&C forest lands in western Oregon is now necessary for two major reasons. First, these lands have suffered several natural catastrophies like the Oxbow fire in 1966 and earlier windstorms and floods since the last BIM inventory. Resulting reductions in growing stock and productive capacity must be determined.

Second, studies and limited experience have shown that the O&C forest lands have great potential for increased productivity through use of improved intensive management techniques such as thinning and special rehabilitation methods. An up-to-date inventory is basic to the conduct of intensive management programs. Private firms have begun using intensive management techniques on their own lands.

Calculations need to be made now to evaluate supply losses and determine potential offsetting increases through intensive management. The requested increase will allow acceleration of such work now in progress and will permit earlier implementation of the results. It is expected that the calculations will allow the marketing of additional timber and produce additional O&C income beginning the first year after completion of this work.

The increase also includes \$50,000 to reduce the number of forest trespass cases and occurrences. Much of the O&C forest land lies adjacent to land in other ownership on which cutting activity has increased substantially in recent years. Many of the boundary lines are obscure. As a result, more accidental trespasses occur and, for lack of adequate manpower for surveillance, they go undetected longer. The additional funds and manpower would be used to reduce trespass case backlog, protect against trespass and enable the government to collect the value of timber wrongfully cut.

Plan for Increase: The objective of this program is to maintain a sustained yield of products from O&C forest lands in western Oregon. These lands, with varying conditions of site, produce at various rates. As growth cycles are interrupted by fires, blowdowns, etc., and the balance between cut and growth is altered, it becomes necessary to remove any uncertainty about rate of production, by reinventorying the forest. The increase will allow field sampling reinventory, evaluation of the effects of timber losses, evaluation of the offsetting effects of an action program of intensified forestry techniques designed to increase production, and recalculation of a new sustained allowable cut.

It is also planned to catch up, and to keep current of trespass occurrences.

Program of Continuing Work: The objective is to manage these lands to provide a steady flow of timber in western Oregon which contributes to the economic stability of forest dependent communities. Offerings are maintained on a sustained yield basis to insure that the resource will be available to meet the wood product needs of future generations.

The following table shows volumes, sales prices and receipts in western Oregon for FY 1966 through FY 1968 and current estimates for FY 1969 and FY 1970:

Fiscal Year	BIM Sales		Receipts	
	Volume Sold (Million Board Feet)	Sales Price ^{1/}	BIM	Forest Service
1966...	1,224	\$44,495,000	\$39,331,746	\$6,510,161
1967...	1,353	50,880,300	39,723,438	5,925,367
1968...	1,347	51,598,986	47,555,256	6,817,577
1969 ^{2/} ..	1,330	47,978,000	48,000,000	6,800,000
1970 ^{2/} ..	1,330	53,000,000	51,750,000	6,800,000

1/ Receipts vary because payments are made as timber is cut, not at the time standing timber is sold.

2/ Volume to be offered and estimated prices and receipts.

The volumes for FY 1969 and FY 1970 are distributed by type of sale as follows:

VOLUME BY SALE TYPE

Type of Sale	Volume (Million Board Feet)	
	FY 1969	FY 1970
Regular Sales.....	1,127	1,127
Mortality Salvage & Commercial Thinning Sales..	203	203
Total.....	1,330	1,330

The sale of 203 million board feet of mortality salvage and commercial thinnings is financed from the Forest Management subactivity of the Oregon and California Grant Lands Appropriation. Volume, sales prices and receipts of the salvage and thinning program are included with the regular sales here to provide a complete picture of the western Oregon forest management program.

The following table shows the source of timber sale receipts by type of lands:

RECEIPTS BY TYPE OF LAND ADMINISTRATION

Fiscal Year	O&C Land ^{1/}	Coos Bay Wagon Rd. Land	Western Oregon Public Domain	Total
1966...	\$41,930,528	\$2,023,214	\$1,888,165	\$45,841,907
1967...	43,522,556	824,347	1,301,902	45,648,805
1968...	51,134,333	1,553,012	1,685,488	54,372,833
1969 ^{2/} ...	51,000,000	1,400,000	2,400,000	54,800,000
1970 ^{2/} ...	55,000,000	1,450,000	2,100,000	58,550,000

^{1/} Includes Forest Service receipts

^{2/} Estimated

2. Forest Management Public Domain: FY 1969, \$2,161,000; FY 1970, \$2,161,000, no change.

Sales totaling 140 million board feet will be concentrated mainly in California, Colorado, Idaho, Montana, eastern Oregon, and Washington, since these States have the best potential for the development of commercial forest lands. In the remaining States, forest management will continue at a protective level yet one which allows meeting current demand.

Actual FY 1966 through FY 1968 and estimated FY 1969 and FY 1970 volumes, sales prices, and receipts for timber sold from public domain lands are tabulated as follows:

Fiscal Year	Vol. Sold (Million Board Feet)	Sales Price ^{1/}	Receipts
1966...	128	\$1,772,564	\$1,807,954
1967...	116	1,711,018	1,426,372
1968...	122	1,996,471	1,793,194
1969 ^{2/} ...	140	2,200,000	1,900,000
1970 ^{2/} ...	140	2,200,000	1,900,000

^{1/} Receipts vary because payments are made as timber is cut, not at the time standing timber is sold.

^{2/} Volume to be offered and estimated prices and receipts.

3. Forest Development, Public Domain: FY 1969, \$438,000; FY 1970, \$438,000, no change.

This program provides for restoration and treatment of denuded commercial forest sites having the highest productive capacity in areas which can utilize the future crop.

Early replanting of trees protects watersheds and the land's timber producing capacity. When tree reproduction is not re-established, undesirable brush species

often invade land capable of timber production. This provides no economic benefits, but, instead, inhibits reforestation unless it is removed at some expense. Such brush invasion also constitutes an increased fire hazard. The proposed level of financing will permit the reforestation of approximately 2,400 acres, site improvement on 1,000 acres and a 600 acre program of stand improvement.

(d) Soil and Watershed Conservation: FY 1969, \$13,060,000; FY 1970, \$13,027,000 a decrease of \$33,000. The decrease consists of:

<u>Increase (+) or Decrease (-)</u>		<u>Total Program</u>	<u>Total Position</u>	<u>Explanation</u>
<u>Amount</u>	<u>Positions</u>			
(1) \$-33,000	---	---	---	To contribute to the Departmental funding of the EROS program.
(2) -0-	+24	\$300,000 ^{1/}	30	To initiate watershed evaluation program.
<u>\$-33,000</u>	<u>+24</u>			

^{1/} To be reprogrammed within the FY 1970 base.

Need for Reprogramming: More intensive use of the public lands and resources has forced a more complex evaluation of the Bureau's soil and watershed conservation program. With limited capital investment funds for watershed protection, more precise methods of assigning priorities are needed to insure that critical watersheds receive attention commensurate with their potential for improvement. These factors of complexity and priority require re-evaluation, updating, and refinement of the 1964 conservation needs inventory.

The conservation needs inventory completed in 1964 identified watershed conservation problems as recognized at that time and provided a list of work to be done. But it did not accurately identify those areas which have the greatest conservation and development needs or best potential for improvement. The new watershed evaluation system is designed to overcome these deficiencies. Investment priorities will be set after systematic consideration of the physical resource conservation needs; present and potential uses; production potentials; economic needs and impacts; and administrative problems. Responsiveness to both national goals and local problems will be significantly improved by this technique.

Plan of Work: The watershed evaluation system will permit realistic priority scheduling for conservation investments based on both technical and economic factors of watershed productive improvement. The Bureau plans the eventual evaluation of 160,000,000 acres of public lands watersheds in the western states. Approximately 15,000,000 acres of extensive evaluation are planned for FY 1970. The technical procedures have been developed and tested and are ready for implementation.

The evaluation approach uses a field survey phase by trained natural resource specialists followed by a technical evaluation by experienced watershed specialists and an economic evaluation to be done by resource economists.

Program of Continuing Work: This program provides the capital investment necessary to conserve the soil and water resources on the public lands. It is designed to restore the productive capacity of depleted watersheds; reduce erosion and the discharge of silt and soluble solids into streams; avoid unnecessary disruption of the livestock industry dependent on these deteriorating lands; help improve water quality; and prevent or reduce downstream damage from flood and sediment.

Important benefits are achieved by holding soil in place on the watersheds. Practices which serve to hold soil in place and increase water infiltration of the soil, such as fencing, seedings, brush control, waterspreading, contour furrowing, dune control, and deep tillage also increase the forage production and carrying capacity of the range. Watershed treatment increases recreational opportunity by providing clean streams, lakes and reservoirs, grass covered camping and picnicking sites, and better habitat for more game animals and fish. These upland benefits are important additions to the economic base of local communities through increased productivity of the land. Tangible benefits are derived from every investment, however small.

Properly treated watersheds also provide benefits to downstream towns and rural areas by preventing or reducing flooding and sedimentation. Sediment runoff is one of the primary causes of pollution in the Nation's streams and lakes. This is especially crucial in the western states. Fine-grained, infertile sediment carried by storm runoff and deposited on farm lands lowers soil productivity and reduces soil permeability causing inefficient use of water and poor internal drainage. Silt clogging irrigation ditches and canals reduces the water carrying capacity and increases maintenance costs. Siltation increases flood damage by raising the channelbeds of streams passing through communities and low lying agricultural lands. Sediment also damages highways and railroad roadbeds by clogging drainage ditches and culverts and stream beds under bridges. Sediment must be removed from raw water before municipal and industrial use, at a significant cost to communities. The public lands are major contributors of sediment and flash flood waters in the major western watersheds.

In order to initiate the evaluation program in FY 1970, the Bureau will defer existing watershed project surveys, plans and treatment work amounting to \$300,000 which otherwise would have been applied to the construction of 450,000 cubic yards of water control structures originally planned for FY 1970. By applying these base funds to the evaluation program, future efforts to reduce watershed deterioration and increase watershed stability and production will be directed to those areas where the greatest benefits can be derived.

The deferred construction work would have been done by contract; whereas the evaluation system must be carried out by Bureau personnel. An additional 24 positions are required to do this work.

Until the watershed evaluation system is underway, the Bureau will continue to use the 1964 conservation needs inventory to identify areas of need and the work that obviously should be done. The following table shows the inventory of major practices needed; the work that has been completed up to now; the work planned for FY's 1969 and 1970; and the total job remaining to be done under the 1964 inventory.

CONSERVATION ACCOMPLISHMENTS AND NEEDS OF LANDS UNDER JURISDICTION
of the
BUREAU OF LAND MANAGEMENT

Practice	Units	Inventory of Total Needs ^{1/}	Accomplish- ments ^{2/} 1935 - 1968	Planned 1969	Planned 1970	Remaining Work
Water Control Structures.....	Cu. Yds.	242,602,300	27,111,700	1,500,000	1,025,000	212,965,600
Other Conservation..... Practices ^{3/}	Acres	19,125,900	3,005,600	30,000	25,000	16,065,300
Protective Fencing.....	Miles	121,900	62,170	1,375	1,340	57,015
Undesirable Plant Control.....	Acres	16,498,800	2,173,100	230,000	150,000	13,945,700
Revegetation.....	Acres	14,798,000	3,340,500	104,000	110,000	11,243,500
Water Developments.....	Number	85,200	40,840	855	825	42,680

^{1/} Inventory of total needs was completed by the Bureau during 1964 and reflected the total needs of the public lands as then identified. The Inventory amounts include those listed under "Accomplishments."

^{2/} Includes all sources; Soil & Watershed, Range Improvement, Fire Rehabilitation, PL 566, and Private.

^{3/} Includes contour trenches, pitting, furrowing, waterspreading, dune control, and deep tillage.

The plan of work on special projects is essentially similar to the FY 1969 plan with work continuing as listed below:

Special Project	State	Soil and Watershed Conservation Funds FY 1970
Rio Puerco	New Mexico	\$ 556,000
Little Beaver	North Dakota	45,000
Makotapi	South Dakota	64,000
Vale	Oregon	1,159,000
Owyhee	Idaho	336,000
Big Horn Basin	Wyoming	376,000
Beowawe	Nevada	308,000
Total		\$2,844,000

The Bureau's PL 566 (Watershed and Flood Prevention Act) program for FY 1970 will be continued at the FY 1969 level of \$150,000. This program coordinates public land programs with the plans and treatment measures being conducted by other agencies under this Act.

(e) Protection: FY 1969, \$3,829,000; FY 1970, \$4,229,000, an increase of \$400,000. This increase consists of:

Increase (+) or Decrease (-)

<u>Amount</u>	<u>Position</u>	<u>Total Program</u>	<u>Total Positions</u>	<u>Explanation</u>
(1) \$+40,000	-	\$255,000	-	<u>Firefighting Equip-</u> <u>ment.</u> Replacement and acquisition of firefighting equip- ment.
(2) +25,000	-	166,000	-	<u>Communications Equip-</u> <u>ment.</u> To replace worn out and obsolete radio equipment.
(3) +35,000	+2	555,000	27	<u>Improved Operation</u> <u>and Maintenance.</u> To improve operation and maintenance of radio communications system.
(4) +165,000	-	165,000	-	<u>Equipment for BIFC.</u> For equipping new facilities at Boise Interagency Fire Center (BIFC).

Increase (+) or Decrease (-) Contd.

	<u>Amount</u>	<u>Position</u>	<u>Total Program</u>	<u>Total Positions</u>	<u>Explanation</u>
(5)	<u>+135,000</u>	<u>+3</u>	439,000	21	<u>Operation of BIFC</u> For operational personnel and costs at BIFC.
	<u>+400,000</u>	<u>+5</u>			

Need for Increase:

Firefighting Equipment: Early fire detection and effective initial attack with adequate equipment and sufficient manpower is the best means of keeping fires and fire damage small. Effective initial attack and quick suppression depends upon reliable specialized firefighting motor vehicles, and equipment. Vehicles which combine adequate speed for use on highways with ruggedness for rough terrain and which carry modern fire suppression equipment, greatly improve initial attack force capability and provide fire crews with added safety.

Analysis of our firefighting motor vehicle fleet in 1967 showed that 69 of a total of 237 units were over 10 years old. Many of these 69 units were over 20 years of age and were relics of World War II surplus. Replacement of these units is long overdue based on their present condition and the replacement guidelines used by GSA.

These old vehicles are slow on the highway; and, when they are used in rugged terrain for fire suppression work, they are unreliable and uneconomical to maintain. Their unreliability causes slow initial attack, inefficiency in fire suppression, and increased acreage burned with higher suppression costs. Any failure at a critical time on the fire line is hazardous to the safety of fire crews.

The \$40,000 increase will provide 6 fire trucks including pumps, tanks, hoses, etc., for replacement.

Communications Equipment: Current inventory of radio equipment is valued at \$2,000,000. Radio transmitters and receivers make up about \$1,300,000 of this amount. All radio equipment is fragile and subject to early technical obsolescence. Radios are used under the worst of operating conditions, principally in fire suppression work where the use is rough, the demand is heavy, and dependable communications are a necessity.

In the last five years, radios have been replaced at a rate of approximately \$115,000 per year. At that rate, by 1975 BIM will be operating on a nine-year replacement schedule. For the type of use made of radios and for economical and reliable operations, average replacement age for transmitters and receivers should be no longer than 7 years. With the increase, the recommended 7-year replacement schedule can be attained by 1975.

Improved Operation and Maintenance: The existing lag in radio equipment maintenance is as serious as the need for scheduled replacement, although the two are related because old radios require more maintenance. When old equipment is subjected to severe use, the maintenance cost increases greatly.

There are presently 25 employees to handle operations and maintenance work in 63 districts throughout 11 western states, on about 3,000 units of radio equipment. One man can adequately service 70 units per year. This standard considers the large territory which must be covered to service base stations and repeaters loca-

ted in remote places, and mobile and hand-held radio units dispersed over wide areas of each western state. On that basis, the communications operations and maintenance function is only 60 percent staffed. The average number of units per technician is 120 at present. The increase will provide two additional man-years of communications technician effort to improve the maintenance of BIM radio equipment, and reduce the average number of units per technician to 111.

Equipment for BIFC: During FY 1970, it is anticipated that the following new Boise Interagency Fire Center (BIFC) facilities will be constructed and ready for use: the administration building, warehouse, barracks, training building, crew showers and part of the aircraft ramp. An increase of \$165,000 is requested to purchase the necessary furnishings and equipment required to operate the new facilities.

Operation of BIFC: During FY 1970, when the new facilities of the BIFC become operational, it will be necessary to operate the physical plant and its equipment, and to provide heat, power, telephone service, water, sewage disposal, and other utilities for the Fire Center. The FY 1970 annual operating cost of these services is estimated at \$115,000.

Additional personnel are required to operate, maintain and protect the physical plant as well as provide fire suppression support functions. An increase of \$20,000 is requested to provide 2½ man-years of permanent full-time personal services. This man-year effort is divided among 3 positions to be used as follows:

1 Assistant Fire Dispatcher to man the fire dispatch desk for one of three daily shifts, supervise fire dispatchers during the fire season, and handle dispatch operations. During the 1968 fire year, the BIFC dispatched 4,400 persons, shipped 116,000 pounds of cargo, housed 1,400 men, and dispensed 185,600 gallons of fire retardant to support suppression efforts on 111 fires.

1 Watchman to provide security for the physical plant, valued at an estimated \$2 million by FY 1970.

1 Operating Engineer-Maintenanceman to operate plant equipment and to perform preventive and corrective maintenance on buildings and facilities. (The estimate includes ½ man-year on plant operation funded by this subactivity and ½ man-year on maintenance funded by a \$15,000 increase in the Building Maintenance Subactivity).

Plan of Work: The principal goal of protection is the prevention of fires, if possible, and maintaining the capability to control fires which do start. The Bureau has an active program which provides fire control training, a communications system and radio network, a cadre of professionally trained personnel, and the beginning of a modernized fire equipment pool.

Fire protection activities have suffered from unreliability of equipment, both motor vehicle and communications. It has been necessary to cannibalize equipment in order to have a minimum amount of equipment available. Equipment to be purchased under the requested increase should alleviate part of this problem.

The Bureau is completing formal fire plans to identify the protection requirements for all resource programs. Fire planning relates various value classes with fuel classes, weather factors, rates of spread, and risk.

The two most significant conditions which contribute to fire danger are hazard (the quantity and condition of fuel to burn) and risk (the chance of fire starting). The Bureau's fire weather and hazard reduction programs are in recognition of these important factors. As highly flammable annual weeds are replaced with permanent grasses through conservation practices, fire hazards now present on the extensive cheatgrass ranges are reduced. However, this decreased hazard is more than offset

by the larger numbers of people making more intensive use of public lands which produces ever-increasing risk.

(f) Recreation and Wildlife: FY 1969, \$2,837,000; FY 1970, \$2,885,000; an increase of \$48,000. This increase consists of:

Increase (+) or Decrease (-)

<u>Amount</u>	<u>Positions</u>	<u>Total Program</u>	<u>Total Positions</u>	<u>Explanation</u>
(1) +\$48,000	---	\$100,000	6	For full year's operation of Lower Colorado River Land Use Office.

Need for Increase: Secretarial Order No. 2915 dated December 11, 1968 transferred this office to BIM. See the more complete statement appearing under the heading Land Classification and Mineral Examination (page 20).

The amount of \$48,000 represents the amount paid in FY 1969 by the Office of the Secretary and is required to fund a full year's operation of the Lower Colorado River Land Use Office on recreation planning work, and appears as an increase only by reason of the method of presentation. The total amount of \$100,000 is the same in 1970 as for 1969.

Plan for Increase: The amount will be used to continue the recreation work identified in the Lower Colorado Land Use Plan of 1964. This includes all recreation planning, in collaboration with affected agencies, recreation leasing, permits, etc. Field implementation and coordination necessary for completing the recreational aspects of the plan will also be continued within the total requested.

Program of Continuing Work:

Recreation Management: This program includes recreation site inventory, site investigation, access need determination, interpretative work, and program direction.

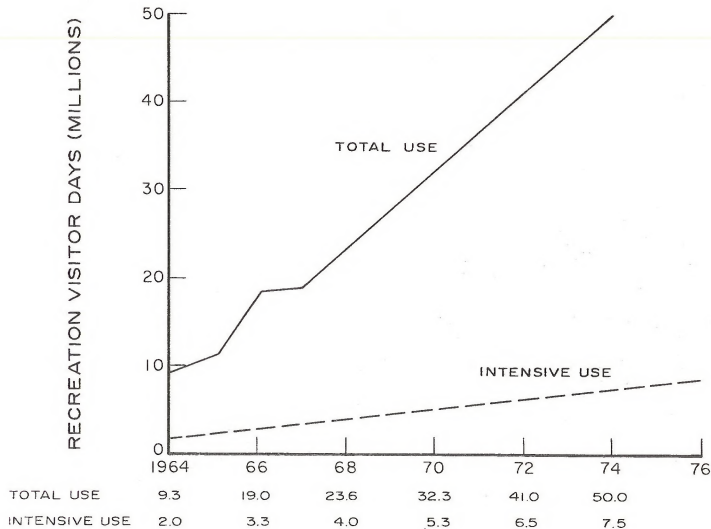
Recreational use of the public lands is expected to be about 32 million recreation visitor days in FY 1970. This use, including hunting and fishing, is expected to expand to nearly 50 million visitor days by FY 1974 as indicated by the following Recreation Visitor Day Use graph.

Detailed preliminary site investigation preceding facility construction design is needed in FY 1970 to ensure local cooperation to determine availability of water, and to solve access problems, land tenure conflicts, mining claims, or other resource use conflicts which might interfere with planned future site development work.

Pressures for recreational use of BIM lands are increasing as population increases while other outdoor recreation opportunities are lost to urban expansion. There is a growing segment of the western economy which is increasingly dependent on outdoor recreation spending. The recreationist and the local businessman are beginning to voice needs for more public land recreational opportunities. For these reasons, the demand for Bureau participation in programs which support outdoor recreation and wildlife is expected to increase.

Wildlife Habitat Management and Development: This program, conducted with constant coordination and cooperation with State Fish and Game Departments and sportsmen's groups, provides the studies, plans, and operational work for fish and wildlife habitat development, management, and protection.

RECREATION VISITOR DAYS OF USE — PUBLIC DOMAIN



Studies and plans are made to increase fish and wildlife habitat productivity under multiple-use principles. The program helps to meet growing demand for hunting and fishing and to enhance habitat for rare and endangered species. Bureau administered lands now support 2.5 million big game animals, millions of small game animals, waterfowl, upland game birds, and 23 species of fish and wildlife threatened with extinction. The Bureau is continuing its inventory to further identify critical and key wildlife habitat areas, their condition and development needs.

An estimated 13 million days of hunting and fishing demand is forecast for Bureau administered lands by FY 1974. Total hunting demand in the West will be about 40 million hunter days annually by FY 1974. In FY 1967, Bureau administered lands provided about 18% of the total hunter day use in the West. These lands also provide key winter habitat for many more animals which generally inhabit other lands during the hunting season.

Wildlife habitat development work includes fabricating water guzzlers which catch and store rainfall for game use, spring development, browse seeding and brush manipulation to encourage growth of good food and cover, and construction of habitat protection fences. Fish habitat development includes stream clearance to assist anadromous fish migration, stream bank stabilization and channel structures to provide essential spawning and rearing habitat.

The wildlife habitat improvement work on special project areas is planned to continue at about the same level as FY 1969.

The purpose of these habitat improvement practices is to provide both additional forage for wildlife, particularly on key winter ranges, and improved cover for both non-endangered and rare and endangered wildlife species. Browse types are selected to meet the particular needs of wildlife. Water developments not only provide water but also promote better distribution of wildlife population to reduce overuse of limited habitat areas. Marsh developments are undertaken to improve migratory and upland bird habitat. Fencing protects nesting areas. Stream clearance and pond development are accomplished to improve and protect fish spawning areas and fish habitat.

Resource Management, Conservation and Protection

Status of Program

This budget activity which includes all of the primary elements of the multiple-use approach to land management finances the core of the Bureau's field program.

The public lands managed by the Bureau consist of about 175 million acres in the western United States and about 278 million acres in Alaska. Most of this area in the western States is required to meet expanding needs for water, recreation, open space, wildlife, livestock, timber, and mineral products.

The Bureau is intensifying its efforts to transfer to non-Federal ownership those public lands which can best meet pressing demands for community growth, and other private uses. Field examination of petition-applications to classify lands, minerals examination, field work on rights-of-way, trespass, lease investigations, withdrawals review and provision of public assistance regarding public land laws and procedures will be continued. In FY 1970 the Bureau plans to transfer more than 2 million acres to States, local governments, and private individuals.

Multiple-use management includes the leasing of fossil fuels and some non-energy minerals. The management of sub-surface resources is integrated with the management of surface resources. The public domain includes the largest portion of the richest domestic oil shale bearing lands in the Nation. Work is underway to clear title to oil shale bearing lands to allow the development of the oil shale resource on the public lands to proceed.

Allocation of available forage between competing applicants and wildlife has been determined by range adjudication. Adjudication has now been replaced by the next step of range management which involves conducting resource studies and preparing and implementing allotment management plans in cooperation with range users. The results from these plans benefit both the range user and the general public by protecting the range and watershed resources for present and future grass, soil, and water productivity to meet livestock, wildlife, and human uses.

The public lands administered by the Bureau comprise a major portion of the watersheds of the West. These watersheds vary widely in type, in condition and in the quantity and quality of water produced. During 1964, the Bureau developed a 25-year inventory of needs for soil and watershed conservation, which revealed the need for an estimated total investment of \$840 million for capital improvements, watershed management, and maintenance of improvements. It is now necessary to refine and correlate watershed data to evaluate the potential of each watershed for further treatment and conservation. The Bureau is implementing the watershed evaluation effort in FY 1970.

High quality water in optimum quantity is the key to sustaining economic growth of the western States. Deteriorating soil conditions on large areas of the public lands are detrimental to the supply of usable water and to the productive capability of the soil resource. The results are flash runoff, low usable water yield and high sediment and salinity yields. Efforts will be concentrated on arresting soil movement and site deterioration to improve water quality and quantity and to hold productive soils in place.

There are 4 million acres of commercial forests on public lands, excluding Alaska. These lands, together with millions of acres of woodland, provide public recreation opportunities and are essential to the stabilization of soil, regulation of streamflow and provision of wildlife habitat.

In western Oregon during FY 1969, 1.33 billion board feet of timber will be offered for sale including 203 million board feet of commercial thinnings and salvage. In FY 1970, total offerings will be 1.33 billion board feet including 203 million board feet of commercial thinnings and salvage. FY 1970 receipts from the sale of timber are anticipated to be \$58.5 million.

Offerings of timber sales on the public domain continue at the sustained yield allowable cut level in those States where the demand will support such offerings. In other public domain areas, the forests and woodlands are managed for their important contribution to watershed stabilization, wildlife benefits, and recreational opportunities.

The public lands and their resources have substantial value to the well-being of this Nation. In order to protect these lands adequately from the major hazard of wildfires, the Bureau maintains a fire protection force which must be kept ready and equipped to deal with fire occurrences.

The Bureau fire center at Boise, Idaho, continues to be a primary instrument in the efforts to fight fires. The fire center organizes houses, feeds, and equips fire suppression crews not only for the Bureau but also for the Forest Service, National Park Service, and the adjoining States.

The Bureau also undertakes a fire prevention and a presuppression program to inform the public about fire dangers, to keep public attention focused on the need for fire prevention, and to take action to lessen fire dangers by constructing firebreaks, removing fire hazards, maintaining fire patrols and lookouts, operating a radio communications system, and organizing and training a fire fighting force.

People from all over the Nation are using the public domain in increasing numbers for camping, hunting, fishing, picnicking, and other recreation. The impact of this recreational use is economically beneficial to local communities, especially

those located in prime hunting and fishing areas. The public domain is providing an increasing share of the hunting and fishing opportunities in the Western Census Region.

In FY 1964, the total recreational use of the public lands amounted to 9.3 million recreation visitor days. In FY 1970, the total recreational use of the public lands is estimated to exceed 32.3 million recreation visitor days, more than a threefold increase in a span of five years.

Present recreation use of the public lands far exceeds the capacity of the facilities which have been constructed. The result is more over-use of recreation areas both developed and undeveloped, causing extensive damage to the resources, water pollution, littering, and a rising danger from man-caused fires. The Bureau will continue its efforts to plan for and handle the increasing recreational pressures.

Initial identification of critical wildlife habitat has been made on 45 million acres of big game habitat, 22 million acres of small wildlife habitat and one-half million acres of waterfowl habitat. Efforts are being initiated to plan habitat management and are continuing in development and enhancement of critical habitat areas. Coordination between the Bureau and State wildlife agencies is maintained to better accomplish wildlife production and protection goals.

Together, all of the separate types of activities underway on the public lands form the foundation of the multiple-use concept. These activities are combined into a program which strives for balanced efforts of management, conservation, and protection to achieve the optimum benefit from the public lands resources for the present and the future.

3. CADASTRAL SURVEY

Analysis by Subactivity

Subactivity	FY 1968 Amount Available	FY 1969 Amount Available	FY 1970 Estimate	Increase (+) or Decrease (-) 1970 compared with 1969
(a) Alaska.....	\$1,902,615	\$2,004,000	\$2,004,000	--
(b) Other States...	3,166,425	3,381,000	3,381,000	--
Total.....	5,069,040	5,385,000	5,385,000	--

(a) Alaska: FY 1969, \$2,004,000; FY 1970, \$2,004,000; no change.

Program of Continuing Work: As of July 1, 1968, the State of Alaska had selected 18 million acres of public land and future selections are anticipated to be about one million acres annually. Cadastral surveys must be made of these selected lands before patents can be granted. At the end of FY 1968, about 14 million acres had been surveyed in the field. When smaller, more rugged parcels are selected, both the time and cost of each acre surveyed increase, even with more efficient survey methods such as the Hoversight system developed by the Bureau and currently in use in Alaska.

There is a continuing need for special surveys in Alaska to provide for title transfer under the public land laws. In addition to the survey of state selection lands, special emphasis has been placed on the survey of native townsites and native allotments.

Townsite surveys will continue at the current level in order that Natives can secure land titles which they need as collateral for improvement loans. Also, isolated tracts of lands which have been claimed under various public land laws

require survey. Under existing authority each Alaska Native may be granted allotments of land up to 160 acres. This may be in one or more isolated parcels, each of which requires field examination and survey.

(b) Other States: FY 1969, \$3,381,000; FY 1970, \$3,381,000; no change.

Program of Continuing Work: The FY 1970 Cadastral Survey program will continue the Bureau's responsibility for original survey, resurveys and special surveys to support management of the natural resources on public lands and to identify Federal land boundaries for other agencies. Emphasis will be placed on Federal land boundary location where trespass is occurring.

In the eleven western States the Federal Government owns a large amount of land designated by law for continued Federal management and public use. In this ownership there are 235 million acres of surveyed land of which 180 million acres were surveyed prior to 1910. Much of the pre-1910 surveyed area needs resurvey to restore lost or obliterated corner monuments. One hundred eleven million acres remain unsurveyed. The high intensity management of lands and resources by Government agencies today requires careful identification of lands, and contributes to the growing need for resurveys.

The program also must accommodate the growing need for oil and gas leasing maps for the Outer Continental Shelf.

4. FIREFIGHTING AND REHABILITATION

Subactivity	Analysis by Subactivity			Increase (+) or Decrease (-) 1970 compared with 1969
	FY 1968 Amount Available	FY 1969 Amount Available	FY 1970 Estimate	
(a) Firefighting.....	\$3,606,015	\$ 400,000	\$ 400,000	--
(b) Rehabilitation....	564,334	600,000	600,000	--
Total.....	9,170,349	1,000,000 ^{1/}	1,000,000	--

1/ Does not include request of \$10,860,000 in supplemental funds proposed for separate transmittal.

(a) Fire Fighting: FY 1969, \$400,000; FY 1970, \$400,000; no change. The amount requested reflects the continuation of the practice of requesting a minimum appropriation to be followed later with a supplemental request to cover the actual cost of fire suppression.

Program of Work: Funds will be used for emergency prevention and suppression of fires starting on or threatening the public land except those lands protected under contract with State agencies or other Federal agencies. Contract protection is funded by the Protection Subactivity. The Bureau cooperates closely with these agencies in its effort to reduce losses from fires.

Improved fire fighting techniques, equipment and materials are constantly being adopted. The fire danger rating system, air-drop chemical fire retardants, and the use of smokejumpers are among the measures used to increase fire fighting effectiveness.

Regular salaries of permanent employees used on an emergency basis during regular duty hours for fire suppression are not included in this estimate, since these salaries are already budgeted in other activities providing for program work.

Large fires in Alaska have caused fire obligations to exceed \$10 million through December, 1968. Current estimate for FY 1969 fire suppression supplemental is \$10,860,000.

(b) Fire Rehabilitation: FY 1969, \$600,000; FY 1970, \$600,000; no change.

Program of Work: Under this subactivity, the Bureau conducts emergency rehabilitation work in burned areas to reduce resource and economic losses. Without adequate and timely rehabilitation after wildfires, the exposed soil is vulnerable to accelerated erosion, streams become silted and polluted with fire debris, watersheds are seriously damaged and water retention and production may be permanently impaired. Prompt protection of the soil mantle, through re-establishment of vegetal cover, maintains the productivity of the lands, and retards the invasion of undesirable vegetation.

The requested program level should provide an adequate program for a typical fire year; however, if more extensive damage occurs in a critical fire year the work will require supplemental funds.

5. GENERAL ADMINISTRATION

Activity	FY 1968 Amount Available	FY 1969 Amount Available	FY 1970 Estimate	Increase (+) or Decrease (-) 1970 compared with 1969
<u>General</u> <u>Administration</u>	\$1,980,965	\$2,136,000	\$2,203,000	+\$67,000

The increase consists of:

<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
(1) +\$67,000	+6	\$2,203,000	187	To handle increased general administrative workload associated with increased program activity and with full year operation of the Lower Colorado River Land Use Office.
<u>+\$67,000</u>	<u>+6</u>			

Need for Increase: The increase will provide additional manpower to handle the increased general administrative workload associated with the increased program activity and to support a full year's operation of the Lower Colorado River Land Use Office. Additionally, higher costs for the provision of automatic data processing services and other administrative functions will be met in part by the requested increase.

Program of Work: The general administration activity includes the executive direction and administrative support functions consisting of financial management, personnel management, management analysis, procurement and property management.

Heavy emphasis is placed upon the use of automated systems (1) as the primary means of accomplishing the repetitious and routine support work such as payroll, maintaining ledgers and accounts, preparing monthly management reports and maintaining current information on the progress of work programs and the status of operating budgets, and (2) providing management with necessary administrative support services.

The objective is to provide adequate professional general administrative support services to all programs of the Bureau. In order to provide these necessary services and use limited administrative manpower most efficiently, service functions are consolidated at two service centers located at Denver, Colorado, and Portland, Oregon. This consolidation has helped to meet the increased administrative workload required to support the Bureau field installations. Consolidation has also permitted the maximum use of automated systems.

The other Bureau appropriations which receive common services from general administration will continue to be charged at the rate of five percent to the benefiting activity served.

ITEMIZATION OF ESTIMATE

Management of Lands and Resources

	Actual 1968	Estimate 1969	Estimate 1970	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations.....	\$57,312,930	\$52,436,000	\$53,980,000	\$+1,544,000
Unobligated balance lapsing.....	1,394,943	---	---	---
Unobligated balance transferred to other accounts.....	160,000	---	---	---
Transferred to other accounts.....	118,127	84,000	---	-84,000
Transferred from other accounts.....	---	-141,000	---	+141,000
Transfer from other accounts for pay increases.....	---	-1,628,000	---	+1,628,000
Appropriation.....	58,986,000	50,751,000	53,980,000	+3,229,000
<u>Obligations by Objects:</u>				
11.0 Personnel compen- sation.....	33,359,104	33,629,000	35,223,000	+1,594,000
12.1 Personnel benefits: Civilian employees..	2,620,051	2,650,000	2,755,000	+105,000
21.0 Travel and trans- portation of persons	2,982,433	2,950,000	3,080,000	+130,000
22.0 Transportation of things.....	1,559,539	1,300,000	1,300,000	---
23.0 Rent, communica- tions, and utilities	1,154,819	1,000,000	1,015,000	+15,000
24.0 Printing and repro- duction.....	249,481	230,000	230,000	---
25.0 Other services.....	10,578,652	6,880,000	6,459,000	-421,000
26.0 Supplies and materials.....	3,984,447	3,000,000	3,025,000	+25,000
31.0 Equipment.....	868,971	847,000	943,000	+96,000
32.0 Lands and struc- tures.....	2,557	---	---	---
42.0 Insurance claims and indemnities.....	4,059	---	---	---
Subtotal.....	57,364,113	52,486,000	54,030,000	+1,544,000
95.0 Quarters and sub- sistence charges....	-51,183	-50,000	-50,000	---
Total Obligations.....	57,312,930	52,436,000	53,980,000	+1,544,000

CONSTRUCTION AND MAINTENANCE

Appropriation, 1969.....	\$3,081,000
Transfer from "Salaries and Expenses, Office of the Secretary".....	9,000
Unobligated balance from prior years.....	<u>396,704</u>
Total Available for obligation.....	3,486,704

Decreases:

Construction of buildings and recreation facilities.....	\$1,630,808
Maintenance of buildings, recreation facilities and roads.....	<u>1,855,896</u>
Subtotal.....	3,486,704

Increases:

Construction of buildings and recreation facilities.....	1,291,000
Maintenance of buildings and recreation facilities and access roads.....	<u>1,895,000</u>
Budget estimate, 1970.....	3,186,000

Analysis by Activities

Activity	Fiscal Year 1970					Page ref.
	Amount Available 1969	Estimated Total Available	Unobligated Balance 1969	Budget Estimate	Total Available 1970 compared to total available 1969	
1. Construction...	\$1,630,808	\$1,291,000	---	\$1,291,000	\$-339,808	42
2. Maintenance....	<u>1,855,896</u>	<u>1,895,000</u>	---	<u>1,895,000</u>	<u>+ 39,104</u>	<u>46</u>
Total.....	<u>3,486,704</u>	<u>3,186,000</u>	---	<u>3,186,000</u>	<u>-300,704</u>	

1. Construction: FY 1969, \$1,291,000; FY 1970, \$1,291,000, no change over the FY 1969 appropriation, exclusive of carryover funds. This program provides for the construction of (a) buildings and (b) recreation facilities.

(a) Buildings: FY 1969, \$1,028,000; FY 1970, \$930,000, a decrease of \$98,000 from FY 1969 availability, exclusive of carryover funds.

The FY 1970 buildings construction program consists of (1) the third phase of the Boise Interagency Fire Center construction contract at Boise, Idaho, and (2) funds for advance survey and design and site acquisition for buildings planned for

future construction.

Boise Interagency Fire Center: \$900,000: The Boise Interagency Fire Center (BIFC) was initiated in FY 1967 as a necessary facility in the effort to prevent and combat range and forest fires in the western states. During 1967, the BIFC operating from temporary facilities, organized, housed, fed and equipped fire suppression crews for the Bureau and also for the Forest Service, National Park Service, and the State of Idaho to fight fires which occurred in Idaho, Montana, and eastern Washington. During 1968, BIFC has processed crews to assist in fire fighting in Alaska as well as the western states. During the 1968 fire season, preliminary statistics indicate that the BIFC has dispatched 4,400 persons, shipped 116,000 pounds of cargo, housed 1,400 men, and dispensed 185,600 gallons of fire retardant in support of suppression efforts of 111 fires.

Plan of Work: Since FY 1967, designated construction of the permanent facility has been underway. A recapitulation of the funding is:

FY 1967 (Initial Survey & Design)	\$ 100,000
FY 1968 (Construction)	1,100,000
FY 1969 (Construction)	955,000
FY 1970 (Construction)	900,000
Balance for future years	<u>975,000</u>
Total project	4,030,000

From the funds available in FY 1968 and FY 1969, the construction of the access road, installation of utilities, preparation of the site, construction of the administration building, warehouse, part of the ramp and taxiways, first barracks wing and messhall, and parachute loft has begun or is under contract.

The features remaining to be constructed during FY 1970 and in the future are:

<u>Feature</u>	<u>FY 1970 Cost</u>	<u>Balance to Complete</u>
Training Building	\$205,000	\$ -0-
Barracks Wing B	200,000	-0-
Ramp	275,000	240,000
Retardant Plant	25,000	-0-
Crew Showers	25,000	-0-
Hanger and Shops	-0-	450,000
Smokejumpers Training Tower and Obstacle Course	-0-	63,000
Trailer Pad and Security Fence	-0-	12,000
Site Development	10,000	60,000
Engineering, Supervision Administration and Contingencies	<u>160,000</u>	<u>150,000</u>
Total	\$900,000	\$975,000

Survey and Design: \$30,000: The Bureau has a planned building program schedule for structures and their appurtenances. The preliminary survey and architectural design of buildings should be completed at least one year prior to the year proposed for construction. The amount of \$27,800 is included for accomplishment of the preliminary survey and design work on future projects.

The remaining \$2,200 is requested to purchase a building site for the district office operations complex at Shoshone, Idaho.

The Shoshone District office and other facilities are now located on several sites in Shoshone, Idaho. This separation of personnel and needed facilities complicates and reduces the efficient utilization of manpower and facilities. Present facilities are inadequate for the size of the staff and the needs for storage of equipment and material. Consolidation of personnel and facilities on one site will alleviate present problems. It is proposed to purchase an 8.5 acre site on the outskirts of Shoshone for the Shoshone District Complex.

Summary of the FY 1970 Building Construction Program

Idaho - Boise Interagency Fire Center (third phase).....	\$90,000
Survey and Design (including site acquisition).....	<u>30,000</u>
Total.....	\$930,000

(b) Recreation Facilities: FY 1969, \$263,000; FY 1970, \$361,000, an increase of \$98,000 over FY 1969; exclusive of carryover funds; offsetting the decrease in building construction.

Need for Increase: The objective of this program is to provide intensive use outdoor recreation facilities in areas of the West where public domain sites are capable of meeting existing or identified future needs reflected in the following criteria:

1. There is an existing demand for more intensive use public facilities as indicated by over-use of existing public facilities.
2. The existing supply of public facilities is below the national average of 120 OTU's (one-time-use capacity) per 1000 persons.
3. The existing supply deficit includes a significant deficit of camping and picnicking facilities.
4. Bureau-constructed intensive use facilities can contribute toward reducing the supply deficit in one or more of the following areas:
 - a. desert areas
 - b. areas where the recreation season lasts for 180 days or more each year
 - c. areas which are within a two-hour driving distance of western metropolitan centers
 - d. areas along major tourist routes
 - e. areas having an outstanding regional or national attraction
 - f. areas which can provide relief of seasonal overcrowding in certain heavily used National Parks and National Forests of the West.

Undeveloped sites are now receiving heavy public use, endangering the public health and threatening the resources. Development of facilities reduces danger to

the public and resources from fires, water pollution, litter and open garbage.

Millions of Americans are now using the public lands for camping, picnicking, hiking, rock collecting, motorcycling, pack trips, hunting, fishing, water sports, and many other kinds of recreation. They find little or no development to accommodate their basic needs. Consequently, the land itself is abused, streams are polluted, trash is scattered over the ground, wildfires result from campfires built in fire danger areas, and the lack of toilet and sanitation facilities creates hazards to health.

As tourist mobility, income and leisure time increase, the number of visitors to the public lands will climb to an estimated 50 million by 1974. Use of undeveloped areas of the public lands will increase causing consequent abuse and damage to the resource to the detriment of all people who use or visit them.

Land administered by the Bureau represents the largest acreage in the nation already in Federal ownership, thus greatly reducing the total development costs.

Funds are also requested to survey and design projects in advance of the fiscal year in which construction funds are made available. Sufficient time used to complete the survey and design results in more orderly development and permits the selection of the most economical design appropriate for the site.

Program of Work: The FY 1970 projects are listed below. Both development sites meet the criteria outlined above.

FY 1970 Projects for Recreation Construction

State	County	Project	FY 1970		
			Family Units	One-Time-Use (OU) Capacity	Cost Estimate
Arizona	Pinal	Superstition Mountain	45	205	\$147,000
California	Shasta	Reading Island	10	40	94,000
Colorado	--	Archeological Site Preservation	--	--	2,000
Utah	--	Historical Site Preservation	--	--	4,000
All States	--	Survey & Design	--	--	114,000
Total			55	245	\$361,000

Neither Superstition Mountain nor Reading Island have had any previous development of facilities.

Superstition Mountain Recreation Site: One of the sites to be developed under this program is the Superstition Mountain Recreation Site in Arizona. The Superstition Mountain area is attractive not only because of its scenery and climate, but also is well known in the legends of the Old West as the area in which the Lost Dutchman Gold Mine is said to be located.

The site is located about 30 miles east of Phoenix, near the town of Apache Junction, and near a main highway, Route U.S. 60-70. The site is adjacent to the

Superstition Wilderness area in the National Forest. The National Forest recreation development resources are concentrated around Theodore Roosevelt Lake within the Forest itself. No development will be made in the wilderness area. The area of the proposed site receives heavy visitor use especially from the Phoenix area. The Superstition Mountain Site permits the development of non-water-based camping and picnicking facilities along the heavily used access road into the Forest, providing a needed alternative to those overtaxed facilities within the National Forest.

The FY 1970 phase of development would consist of 45 camping and picnicking family units, a sanitary system, and a water system, at a cost of \$147,000. The preliminary site plan was completed and the survey and design will be completed in FY 1969.

At present, the undeveloped site is receiving limited use from campers. Development will protect the natural features of the area as well as prevent health, sanitation and fire hazards.

The site can accommodate additional development in future years to expand the number of family units, add interpretative features, and other facilities. The total development is anticipated to be 475 OTU capacity (106 family units) of camping and picnicking facilities. A facility of this anticipated size is presently estimated to cost \$345,000.

Reading Island Recreation Site: The second site to receive initial development in FY 1970 is the Reading Island site in California. It is located on the Sacramento River in southern Shasta County, six miles west of Cottonwood, near Interstate Highway 5. An estimated 80,000 people live within a 50 mile radius of the site, and an estimated 6.7 million people live within a 250 mile radius.

The site will serve the upper California and San Francisco Bay regions. It is being developed as a cooperative project with Shasta County and the California Wildlife Conservation Board.

The Bureau will construct picnic and overnight camping facilities, water system, modern sanitary facilities (flush toilets), and the interior roads and trails system. Shasta County acquired the access easement and maintains the access road. The Wildlife Conservation Board constructed access roads, a bridge, parking area, and boat launching ramp.

In FY 1970, the Bureau will spend \$94,000 to construct 40 OTU capacity (10 family units) of camping facilities, a loop road through the camping area, sanitary facilities, and a water system.

The total developed project is anticipated to consist of 441 OTU capacity (98 family units) costing an estimated \$330,000. Use is anticipated to reach 25,000 visitor days annually after full development of the site.

2. Maintenance: FY 1969, \$1,799,000; FY 1970, \$1,895,000; an increase of \$96,000 over the amount available in FY 1969, exclusive of carryover funds.

(a) Maintenance of Buildings: FY 1969, \$250,000; FY 1970, \$265,000; an increase of \$15,000. The increase consists of:

	<u>Increase (+) or Decrease (-)</u> <u>Amount</u>	<u>Positions</u>	<u>Total</u> <u>Program</u>	<u>Total</u> <u>Positions</u>	<u>Explanation</u>
(1)	\$+15,000	---	\$+15,000	---	For maintenance of new structures at the Boise Interagency Fire Center.
	<u>+15,000</u>	---			

During the 1970 fiscal year, the BIFC administration building, warehouse, parachute loft, barracks wing A and messhall are scheduled to be completed and occupied. The completion and use of these structures, valued at \$2 million, requires the initiation of a preventive maintenance program to protect the original investment. An increase of \$15,000 is requested for the maintenance portion of the operating engineer-maintenance position requested in the Protection subactivity (MLR appropriation) and for necessary equipment, supplies and materials for preventive maintenance work. As more structures at BIFC become operational in future years, further increases will be required to provide additional preventive and corrective maintenance.

Program of Work: Many of the Bureau's buildings are old and require extensive maintenance. Maintenance includes roof and structural repairs, replacing interior partitions, and maintaining utilities and yards and grounds.

During FY 1968, the Bureau maintained 490 buildings with a total of 674,000 square feet and an estimated current value of \$5 million. This data does not include those facilities, such as the Boise Interagency Fire Center complex which were under construction, but not completed at this time.

(b) Operation and Maintenance of Recreation Facilities: FY 1969, \$549,000; FY 1970, \$630,000; an increase of \$81,000 over FY 1969, exclusive of carryover funds.

	<u>Increase (+) or Decrease (-)</u>		<u>Total</u>	<u>Total</u>	
	<u>Amount</u>	<u>Positions</u>	<u>Program</u>	<u>Positions</u>	<u>Explanation</u>
(1)	\$+60,000	+2	\$195,000	3	<u>Johnny Horizon Program and Site Cleanup.</u> To expand the new Johnny Horizon Anti-Litter Campaign and cleanup of undeveloped recreational sites.
(2)	+13,000	-0-	383,000	10	<u>Recreation Facility Maintenance.</u> To improve operation and maintenance of recreation facilities and provide it at new sites constructed in FY 1969.
(3)	+ 8,000	-0-	17,000	2	<u>Lower Colorado Land Use Office.</u> For full-year operation of the Lower Colorado River Land Use Office recreation maintenance function.
	<u>+81,000</u>	<u>+2</u>			

Johnny Horizon Program and Site Cleanup

Need for Increase: The Bureau is requesting an increase of \$52,000 for additional effort on the Johnny Horizon anti-litter campaign, a phase of the cleanup program.

The Bureau of Land Management launched an intensive campaign in June 1968 to prevent littering on the public lands and to protect their natural beauty. This new national anti-litter campaign is led by a symbolic character, Johnny Horizon, whose theme is "This land is your land--Keep it clean!" The campaign is using litter bags, posters, brochures, teachers kits, pledge cards, and similar materials to urge a greater respect for publicly owned lands.

The primary objective of the campaign is to prevent careless littering, a serious problem faced by the Bureau in administering the public lands.

Some 1,500 unauthorized dumpsites now clutter the public lands--eyesores on otherwise beautiful landscapes, and often serious sanitation hazards as well.

The 50,000 miles of road crisscrossing the public lands are blighted in numerous places by litter.

The estimated cost to clean the public lands, just one time, is \$15 million. But a one-time cleanup would not be a lasting solution. A permanent work force picking up after thoughtless public land users would face an endless task.

The most economical, and certainly the most effective, approach is a preventive program which acquaints the public with need for preventing littering and enlists the aid of the American people in cleaning the public lands and in keeping them clean.

Although the Johnny Horizon campaign is still in its very early stages, the response by the general public, industry, news media of all types, private groups and governmental organizations has been immediate and enthusiastic. The response to and thus the potential effectiveness of this campaign already has proved far greater than the Bureau anticipated.

For example:

The General Federation of Women's Clubs has urged its 11 million members to support Johnny Horizon as part of their 1968-1970 conservation programs in hundreds of local communities.

The Pacific Power and Light Company bought 25,000 Johnny Horizon litter bags for distribution in California, Oregon and Washington.

At the local level, numerous communities and organizations have requested Johnny Horizon information and are planning various cleanup and anti-litter projects in their areas. Some cleanup projects already have been carried out.

While the campaign is directed towards the public lands in the West, the Bureau's efforts in spending "seed money" are already gaining support in the East from news media, industry, public and private organizations, and State governments. This support throughout the Nation should have a far-reaching beneficial effect in encouraging the public to respect all publicly owned lands and property from city parks to the public domain.

The \$52,000 increase for the Johnny Horizon program is based on a total program need of \$100,000 as follows:

2 positions.....	\$ 21,750
Travel and operating funds.....	2,250
50,000 Johnny Horizon classroom kits.....	18,000
500,000 Litterbags.....	25,000
Audio Visual materials.....	12,000
Johnny Horizon printed materials (including posters, signs, leaflets, pledge cards, etc.)...	21,000
Total.....	100,000
FY 1969 base available funds.....	-48,000
Increase requested.....	52,000

An increase of \$8,000 will be used for cleanup of undeveloped recreation sites which are receiving heavy visitor use and are being littered. An estimated 2,500 undeveloped sites on the public domain are receiving a total of 2.5 million visitor days per year. For each site, the estimated initial cleanup cost is \$300 and subsequent cleanup is estimated to cost \$100 per year. Dumpsite cleanup is estimated at \$1,000 for each dumpsite.

In 1970, the Bureau will maintain the 600 sites initially cleaned up in FY 1968 and 1969, cleanup 6 dumpsites, and perform initial cleanup on 70 other undeveloped recreation sites. The \$8,000 increase will permit the cleanup of 26 additional sites.

Cleanup of existing litter provides an incentive for visitors to keep public land areas clean. The existence of litter on a site has the effect of encouraging continued littering by giving the appearance that no one cares. Funds spent on cleanup bring a return to the prevention effort by providing cleaned sites which encourage preservation of natural beauty.

With the total increase of \$60,000, a total of \$195,000 will be available in FY 1970 for the cleanup program including both the litter prevention campaign and the site cleanup portions.

Recreation Facility Maintenance

Need for Increase: An increase of \$13,000 is requested to operate and maintain 81 new family units (365 one-time-use capacity) at 4 recreation sites under construction during FY 1969. The FY 1970 total program for operation and maintenance would be \$383,000 to service 2,550 family units (providing about 11,500 one-time-use capacity) on public domain in areas other than western Oregon.

Once facilities are constructed, operation and maintenance is needed to protect the original investment as well as to keep the facilities safe, sanitary, and attractive for public use.

Lower Colorado River Land Use Office

Need for Increase: Secretarial Order 2915, dated December 11, 1968, transferred this office to BLM. See the more complete statement under the heading Land Classification and Mineral Examination (page 20). The increase of \$8,000 represents costs paid by the Office of the Secretary during FY 1969 and is required to provide a full year's funding for the operation and maintenance of recreation facilities on land administered by this office, and reflects as an increase only by reason of the method of presentation. The total program of \$17,000 is the same in 1970 as for 1969.

(c) Maintenance of Roads: FY 1969, \$1,000,000; FY 1970, \$1,000,000; no change. The estimate of \$1,000,000 is the same amount as available in FY 1969, exclusive of carryover funds.

Program of Work: The Bureau's roads and trails are maintained so that they are kept safe and passable.

The FY 1970 program plans for preventive maintenance on 6,000 miles of road and corrective maintenance on 700 miles of road. Maintenance of substandard roads will be kept to a minimum until funds are available for necessary reconstruction.

Whenever preventive maintenance is neglected as the need develops, roads soon require more extensive corrective maintenance at greatly increased maintenance cost per mile.

ITEMIZATION OF ESTIMATE

Construction and Maintenance

	Actual 1968	Estimate 1969	Estimate 1970	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations.....	\$4,142,976	\$3,486,704	\$3,186,000	\$-300,704
Unobligated balance available start of year.....	-639,680	-396,704	---	+396,704
Unobligated balance available end of year...	396,704	---	---	---
Transferred from other accounts.....	---	-9,000	---	+ 9,000
Appropriation.....	3,900,000	3,081,000	3,186,000	+105,000
<u>Obligation by Objects:</u>				
11.0 Personnel compen- sation.....	1,183,484	1,310,704	1,331,000	+ 20,296
12.1 Personnel benefits: Civilian employees...	62,791	75,000	77,000	+ 2,000
21.0 Travel and trans- portation of persons.	84,713	85,000	85,000	---
22.0 Transportation of things.....	93,846	95,000	95,000	---
23.0 Rent, communications, and utilities.....	5,255	5,000	5,000	---
24.0 Printing and repro- duction.....	738	1,000	1,000	---
25.0 Other services.....	483,158	350,000	300,000	- 50,000
26.0 Supplies & materials.	265,525	280,000	280,000	---
31.0 Equipment.....	68,173	37,000	29,000	- 8,000
32.0 Lands & structures...	1,895,657	1,248,000	983,000	-265,000
Subtotal.....	4,143,340	3,486,704	3,186,000	-300,704
95.0 Quarters & subsis- tence charges.....	-364	---	---	---
Total Obligations.....	4,142,976	3,486,704	3,186,000	-300,704

PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS

Contract Authorization and Liquidation Program

	Contract Authority Available	Obligations	Net Unpaid Obligations, Prior Year	Total Obligations	Expenditures	Net Unpaid Obligations, Carried Forward
<u>Fiscal Year 1968</u>						
Public Lands Development Roads and Trails (Total).....	\$10,487,000	\$3,092,210	\$ 624,996	\$3,717,206	\$2,242,010	\$1,475,196
<u>Fiscal Year 1969</u>						
Public Lands Development Roads and Trails (Total).....	10,895,000	2,823,000	1,475,196	4,298,196	2,600,188	1,698,008
<u>Fiscal Year 1970</u>						
Public Lands Development Roads and Trails (Total).....	13,072,000	4,000,000	1,698,008	5,698,008	4,000,000	1,698,008

PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS

Liquidation of Contract Authorization

Appropriation, 1969.....	\$ 3,500,000
Decrease in construction of public domain roads and trails.....	-2,600,000
Estimated carryover.....	- 900,000
Subtotal.....	---
Increase in construction of public domain roads and trails.....	4,000,000
Budget estimate, FY 1970.....	4,000,000

Analysis by Activities

Activity	Actual 1968	Estimate 1969	Estimate 1970	Increase or Decrease
Public Lands Development Roads and Trails.....	\$2,600,000	\$3,500,000	\$4,000,000	\$+500,000

Status of Cash Authorization for Liquidation of Contract Authorization

	1968	1969	1970
Appropriation	\$2,600,000	\$3,500,000	\$4,000,000
Unexpended balance brought forward	372,198	730,188	1,630,000 ^{1/}
Total available	2,972,198	4,230,188	5,630,000
Less: Expenditures	2,242,010	2,600,188 ^{1/}	4,000,000 ^{1/}
Unexpended balance	730,188	1,630,000	1,630,000

^{1/} Estimated

Need for Liquidating Cash: The Public Lands Development Roads and Trails (PLDR&T) program derives its obligating authority from the contract authority contained in the various Federal Aid Highway Acts; however, an appropriation of liquidating cash is required to make contract payments.

Since the first time that contract authority was provided in the Federal Aid Highway Act of 1962, the cumulative liquidating cash appropriation has been less than the cumulative amount of programmed obligational authority. This approach is possible because of the time lag which usually occurs in construction projects between the date of contract obligation and the subsequent date of disbursement of funds to make progress payments under the contract.

The accompanying table shows the relationships among contract authority, the amount

of programmed new obligational authority and the appropriation of liquidating cash.

RECAPITULATION OF PUBLIC LANDS DEVELOPMENT ROADS AND TRAILS STATUS OF NOA AND CASH

Fiscal Year	NOA authorized by the Federal Aid Highway Acts (in \$1,000's)	Programmed NOA (in \$1,000's)	Liquidating Cash Appropriation (in \$1,000's)
1963	2,000	-	-
1964	4,000	2,000	760
1965	2,000	2,500	2,500
1966	2,000	2,000	2,000
1967	3,000	2,000	2,000
1968	5,000	3,000	2,600
1969	3,500	2,500	3,500
1970	5,000	est. 4,000	est. 4,000
Total	26,500	18,000	17,360

Unprogrammed Contract Authorization at end of FY 1970 - \$8,500 thousands
 Unfunded Contract Authorization at end of FY 1970 - 9,140 thousands

Program of Work:

Increase Positions

+10

Total Positions

77

Explanation

To accomplish additional advance survey and design and easement acquisition work to keep contract program on schedule.

Planned Use of Contract Authority - FY 1970: The Bureau obligation program of \$4,000,000 will permit road grade construction of 115 miles, road surfacing of 123 miles, construction of 59 miles of trail and construction of 4 bridges.

An adequate road and trail system is essential to the public use and proper management and protection of 453 million acres of public land administered by the Bureau. Most of the land is presently accessible only by primitive roads and many thousands of additional acres are completely inaccessible because of lack of easements across surrounding private lands.

Construction standards vary from single-lane graded dirt roads for fire control to double-lane surfaced roads for heavy-use to meet multiple resource needs and intensive recreation access. The major portion of the existing transportation system consisting of approximately 50,000 miles, does not meet present use standards and many can be used only seasonally. To rectify this situation, these roads should be reconstructed to bring them to a design standard consistent with present day usage.

A summary of the construction program for FY 1970 by State is as follows:

Alaska	\$ 25,000
Arizona.....	435,000
California	363,000
Colorado	391,000
Idaho	155,000
Montana	298,000
Nevada	461,000
New Mexico	136,000
Oregon	162,000
Utah	241,000
Wyoming	105,000
Survey and Design and Easement Acquisition	<u>1,228,000</u>
TOTAL	4,000,000

ITEMIZATION OF ESTIMATE

Public Lands Development Roads and Trails

	Actual 1968	Estimate 1969	Estimate 1970	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations.....	\$ 3,092,210	\$ 2,822,992	\$ 4,000,000	\$ 1,177,008
Unobligated balance available start of year.....	-5,487,202	-7,394,992	-8,072,000	- 677,008
Unobligated balance available end of year.....	7,394,992	8,072,000	9,072,000	+1,000,000
Unfunded balance, start of year.....	5,740,000	8,140,000	8,140,000	---
Unfunded balance carried forward.....	-8,140,000	-8,140,000	-9,140,000	-1,000,000
Appropriation to liqui- date contract author- ization.....	2,600,000	3,500,000	4,000,000	+ 500,000
<u>Obligations by Objects:</u>				
11.0 Personnel compen- sation.....	791,005	815,992	882,000	+ 66,008
12.1 Personnel benefits: Civilian employees..	40,004	59,000	64,000	+ 5,000
21.0 Travel and trans- portation of persons	75,746	75,000	75,000	---
22.0 Transportation of things.....	46,539	45,000	50,000	+ 5,000
23.0 Rent, communications, and utilities.....	2,542	3,000	3,000	---
24.0 Printing and repro- duction.....	838	1,000	1,000	---
25.0 Other services.....	546,158	325,000	325,000	---
26.0 Supplies & Materials	40,073	40,000	50,000	+ 10,000
31.0 Equipment.....	19,017	19,000	9,000	- 10,000
32.0 Lands & structures..	1,530,288	1,440,000	2,541,000	+1,101,000
Total Obligations.....	3,092,210	2,822,992	4,000,000	+1,177,008

OREGON AND CALIFORNIA GRANT LANDS

Appropriation, 1969.....	\$12,750,000
Unobligated balance from prior years (included in this	
unobligated balance is \$844,190 for Forest Service).....	<u>1,634,128</u>
Total available for obligation.....	<u>14,384,128</u>

Decreases:

Construction and acquisition (included in		
this decrease is \$1,765,190 for Forest Service).....	\$ 7,331,211	
Forest development, protection, and management		
(includes \$84,000 for Forest Service).....	2,837,020	
Operation and maintenance.....	1,394,958	
Emergency road repair.....	25,939	
Unobligated balance carried forward.....	<u>2,795,000</u>	
Subtotal.....		<u>14,384,128</u>

Increases:

Construction and acquisition (included in this		
increase is \$2,332,000 for Forest Service).....	\$12,032,000	
Forest development, protection, and management		
(includes \$63,000 for Forest Service).....	3,013,000	
Operation and maintenance.....	<u>1,500,000</u>	
Total available for obligation.....		16,545,000
Unobligated balance from prior years.....		- 2,795,000
Budget estimate, 1970.....		<u>13,750,000</u>

OREGON AND CALIFORNIA GRANT LANDS

Analysis by Activities

Activity	Fiscal Year 1970					Page ref.
	Amount available 1969	Estimated total available	Unobligated balance available from prior years	Budget estimate	Total available 1970 compared to total available 1969	
1. Construction and acquisition.....	\$ 7,331,211	\$12,032,000	\$2,795,000	\$ 9,237,000	+\$4,700,789	58
2. Forest development protection & mgt...	2,837,020	3,013,000	---	3,013,000	+ 175,980	66
3. Operation and maintenance.....	1,394,958	1,500,000	---	1,500,000	+ 105,042	68
4. Emergency road repair and reconstruction.	25,939	---	---	---	- 25,939	--
Total	11,589,128	16,545,000	2,795,000	13,750,000	+\$,955,872	

JUSTIFICATION

Oregon and California Grant Lands

\$13,750,000

Under this title an amount equal to 25% of the gross receipts from sales of timber and other products on the revested Oregon and California Railroad Grant Lands is appropriated for the construction, acquisition, operation, and maintenance of access roads and other improvements and for forest management, reforestation and protection of the revested Oregon and California Grant Lands counties of Oregon.

The O&C Act of 1937 provides for the distribution of the gross revenues derived from the O&C Grant Lands according to the formula established in sections (a), (b), and (c) of Title II. The Appropriations Act for the Department of the Interior and Related Agencies provides that the 25 percent of gross receipts referred to in section (b) of Title II of the O&C Act shall be deposited to the General Fund of the Treasury as reimbursement for the appropriated under this title.

The estimate for FY 1970 for this appropriation is \$13,750,000 an increase of \$1,000,000 over FY 1969, exclusive of carryover funds.

(1) Construction and Acquisition

\$9,237,000

The FY 1970 estimate of \$9,237,000 is an increase of \$521,000 over FY 1969, exclusive of carryover funds. The program provides for construction and acquisition of access roads and recreation facilities in western Oregon.

The analysis of new obligational authority, total availability, and the obligation program is given in tabular form on the following page.

Utilization:

Bureau of Land Management:

Planning, reconnaissance.....	\$ 500,000
Acquisition.....	1,103,323
Recreation construction.....	<u>273,047</u>

1,876,370

Federal Highway Administration:

Surveys.....	263,000
Road Construction.....	3,423,000
Recreation Construction.....	<u>3,651</u>

3,689,651

Forest Service:

Construction of roads.....	1,665,190
Recreation Construction.....	<u>100,000</u>

1,765,190

\$7,331,211

DETAIL OF ROAD CONSTRUCTION PROGRAM, BLM LANDS, FY 1969

<u>System</u>	<u>Project</u>	<u>Amount</u>
McKenzie	Marten Ridge Road, grading 6.6 mi.	\$ 225,000
Rock Creek	Rock Creek, grading 4.5 mi.	550,000
Grave Creek	Grave Creek, grading & surfacing 15.0	450,000
Grave Creek	Goolaway Gap, surfacing 4.0 mi.	180,000
Sitkum Ridge	Weaver Road, grading 5.0 mi.	390,000
	Rock Production	1,228,000
	Bridges & Culverts	<u>400,000</u>
Total Road Construction Program, BLM Lands		\$3,423,000

DETAIL OF RECREATION CONSTRUCTION PROGRAM, BLM LANDS, FY 1969

<u>Project</u>	<u>Cost Estimate</u>
Hyatt Lake	\$ 85,000
Renovation of 10 developed sites	150,800
Survey & Design	<u>37,247</u>
Total Recreation Construction, BLM Lands	273,047

DETAIL OF ROAD CONSTRUCTION PROGRAM, FOREST SERVICE, FY 1969

<u>Project</u>	<u>Type of Work</u>	<u>Estimated Cost</u>
Bluebill Campground Road	Grade & surface	\$ 33,000
Agness Road	Contract overrun	230,000
Agness Road, Section K	Grade & surface, 3.0 mi.	624,000
Fairview Peak Road	Grade & surface, 5.0 mi.	442,190
Dead Indian Road (parking)	Grade & surface, 0.3 mi.	53,000
Hadsall Creek Road	Grade & surface, 1.5 mi.	144,000
Wildcat Road	Grade & surface, 4.0 mi.	<u>139,000</u>
Total, Road Construction, Forest Service Lands		1,665,190

DETAIL OF RECREATION CONSTRUCTION PROGRAM, FOREST SERVICE, FY 1969

<u>Project</u>		<u>Estimated Cost</u>
Bluebill Campground	Construction, 20 units	\$ 48,000
Supervision of ongoing projects, feasibility studies and contingencies		<u>52,000</u>
Total, Recreation Construction, Forest Service Lands.....		100,000

OREGON AND CALIFORNIA GRANT LANDS

Fiscal Year 1970 Program
Construction and Acquisition

Availability:

Estimated fourth quarter FY 1969 receipts warranted in July.....	\$ 3,208,000
Estimated authorization, FY 1970.....	9,237,000
Plus: Unobligated balance, end of year FY 1969.....	+2,795,000
Less: Estimated fourth quarter FY 1970 receipts warranted in July.....	-3,208,000
Available for 1970 program.....	12,032,000

Utilization:

Bureau of Land Management:

Planning, reconnaissance.....	\$ 500,000	
Acquisition.....	677,000	
Recreation construction.....	385,000	
		1,562,000

Federal Highway Administration:

Surveys.....	295,000	
Construction of roads.....	7,843,000	
		8,138,000

Forest Service:

Construction of roads.....	2,072,000	
Recreation Construction.....	260,000	
		2,332,000
Total 1970 program.....		\$12,032,000

DETAIL OF ROAD CONSTRUCTION PROGRAM, BLM LANDS, FY 1970

<u>Road System</u>	<u>Project Name</u>	<u>Miles</u>	<u>Type</u>	<u>Cost Est.</u>
Alsea	N. Fk. Alsea	5	Grading	\$ 435,000
Lake Creek	Greenleaf Cr.	3	Surfacing	120,000
Lake Creek	Main Fk. Bear Cr.	2	Grading	150,000
Lake Creek	S. Fk. Bear Cr.	2	Grading	150,000
W. Siuslaw	Siuslaw-Esmond	26	Surfacing	150,000
Cow Creek	Boulder Creek	8	Surfacing	310,000
Cow Creek	Union Creek	4	Surfacing	200,000

DETAIL OF ROAD CONSTRUCTION PROGRAM, BLM LANDS, FY 1970 (Cont.)

<u>Road System</u>	<u>Project Name</u>	<u>Miles</u>	<u>Type</u>	<u>Cost Est.</u>
Galice	Galice Creek	10	Grading	\$3,300,000
		10	Surfacing	
Applegate	Roundtop Mtn.	6	Grading	350,000
N.Fk. Coquille	N.Fk. Coquille R.	2	Grading	280,000
South Remote	South Remote	2	Surfacing	75,000
Elk Creek	Elk Creek	4	Surfacing	180,000
Elk Creek	Elk Creek	<u>4</u>	Grading	250,000
		88		
Rock Production				1,416,000
Bridges and Culverts				477,000
Total Construction Program				<u>7,843,000</u>
Less: FY 1969 Carryover NOA Available for FY 1970 Program..				<u>-2,100,000</u>
FY 1970 NOA --- Construction Program				5,743,000
Road and Easement Acquisition				677,000
Survey and Design				295,000
Planning and Reconnaissance				500,000
Total NOA, FY 1970				<u>7,215,000</u>

DETAIL OF RECREATION CONSTRUCTION PROGRAM, BLM LANDS, FY 1970

<u>Project</u>	<u>FY 1970 Cost Est.</u>	<u>FY 1970^{1/} OTU =</u>	<u>Output Vis. Da.</u>
Wildwood	\$225,000	400	23,000
Shotgun ^{2/}	15,000	---	1,000
So. Jetty ^{3/}	110,000	---	80,000

- ^{1/} One-Time-Use Capacity. Additional installed capacity at the site.
- ^{2/} Development in FY 1970 consists of drilling a well for water supply. OTU capacity is planned for construction in FY 1971 and 1972.
- ^{3/} Development in FY 1970 consists of improving existing and developing additional sanitary facilities, development of additional parking area and providing a water supply. Present use of existing facilities is 70,000 visitor days annually.

The remaining \$35,000 will provide for survey and design of future recreational developments on O&C lands.

DETAIL OF ROAD CONSTRUCTION PROGRAM, FOREST SERVICE, FY 1970

<u>Project</u>	<u>Type of Work</u>	<u>Estimated Cost</u>
Mary's Peak	Grading & surfacing, 6.0 mi.	\$ 358,000
Abbott Road	Grading & surfacing, 7.0 mi.	350,000
Agness Road	Grading & surfacing, 6.0 mi.	400,000
Lobster Creek Picnic Area	Grading & surfacing	10,000
Crooked Rifle Road	Grading, 1.4 mi.	70,000
Wagner Gap Road	Grading & surfacing, 6.5 mi.	250,000
Doe Point Campground Road	Grading & surfacing	50,000
Four Mile Lake Road	Grading & surfacing, 5.0 mi.	245,000
Lost Lake Road	Grading & surfacing, 5.0 mi.	150,000
Waldo Lake-Deschutes Tie Rd.	Surfacing, 1.0 mi.	70,000
Shadow Bay Road	Surfacing, 4.0 mi.	93,000
North Waldo Road	Surfacing, 1.5 mi.	26,000
Total, Road Construction, Forest Service Lands.....		2,072,000

DETAIL OF RECREATION CONSTRUCTION PROGRAM, FOREST SERVICE, FY 1970

<u>Project</u>	<u>Type of Work</u>	<u>Estimated Cost</u>
Magic Mile Chair Lift	Modernization & safety	\$ 40,000
Lobster Creek Picnic Area	Construction, 13 units	35,000
Crooked Rifle Campground	Construction, 27 units	65,000
Fish Lake Campground	Construction, 30 units	50,000
Doe Point Campground	Construction, 20 units	40,000
Whiskey Spring Campground	Construction, 15 units	10,000
Supervision of ongoing projects		20,000
Total, Recreation Construction, Forest Service Lands.....		260,000

(2) Forest Development, Protection and Management

\$3,013,000

As a result of increased receipts from O&C timber sales during the fourth quarter of FY 1968 over the amount originally estimated, the estimated FY 1969 new obligational authority for this activity has been adjusted. The following table shows the original and current estimates for each subactivity.

<u>Subactivity</u>	<u>Original FY 1969 NOA Estimate</u>	<u>Current FY 1969 NOA Estimate</u>	<u>Increase</u>
(a) Forest Protection	\$800,000	\$800,000	\$ -0-
(b) Forest Development			
1. BIM	930,000	1,130,000	+200,000
2. USFS	50,000	84,000	+ 34,000
(c) Forest Management	560,000	710,000	+150,000
	<u>2,340,000</u>	<u>2,724,000</u>	<u>+384,000</u>

(a) Forest Protection - \$800,000

The estimate of \$800,000 is the same as the amount available in FY 1969 exclusive of carryover funds.

BIM contracts for fire protection on approximately 2.4 million acres of forested O&C and public domain lands in western Oregon. These contracts are negotiated with the State of Oregon and the Forest Service on a rate per acre that is based on their average costs for the last five years for fire suppression and the fire prevention program. The Bureau contributes to presuppression and control measures by removal of snags, slash disposal, and construction of fire-breaks. Further, BIM maintains an active program of enforcement and investigation of man-caused fires.

(b) Forest Development - \$1,303,000

The estimate of \$1,303,000 is an increase of \$89,000 over FY 1969 exclusive of carryover funds. The increase consists of the following items:

<u>Amount</u>	<u>Increase (+) or Decrease (-)</u>	<u>Explanation</u>
(1) \$-21,000	--	Decrease in Forest Service development work
(2) -230,000	--	<u>Bureau of Land Management</u> Completion of seed inventory replenishment.
(3) +215,000	--	Increased reforestation to move toward a pipeline basis of reforestation.
(4) +75,000	--	For 2,000 acres of precommercial thinning work.
(5) +30,000	--	For 1,000 acres of forest fertilization work.
(6) +20,000	--	For continuation of Horning seed orchard project.
<u>+89,000</u>	<u>--</u>	

In the FY 1969, the amount for forest development was increased by \$200,000 over the original budget estimate to take advantage of the exceptional natural seed production which occurred that year to replenish the seed bank, insuring availa-

bility of seed for future reforestation work. Heavy crops of Douglas Fir seed in western Oregon occur only at five to seven year intervals. Between heavy seed falls there are frequent crop failures and light production. Seed banks were depleted during the Oxbow Burn rehabilitation effort. The completion of the seed inventory replenishment in FY 1969 permits the decrease of \$230,000.

The following increase items are included in the FY 1970 program.

1. \$215,000 to permit an additional 25,000 acres of plans and surveys, 2,600 acres of site improvement, 4,700 acres of seeding, and 1,100 acres of planting to be accomplished. The total FY 1970 program will be 4,500 acres of site improvement, 17,500 acres of seeding, and 13,100 acres of planting.
2. \$75,000 for a 2,000-acre test of precommercial thinning practices. This will permit the testing of improved techniques and operations on a trial area large enough to identify problems and benefits of the program. Precommercial thinning is potentially a significant intensive forest management technique of the future. It shows promise of substantially increasing per-acre harvests.
3. \$30,000 for a 1,000-acre test of forest fertilization. This will permit the testing of techniques on a trial area large enough to identify problems and benefits of a fertilization program. As with precommercial thinning, fertilization is potentially a significant intensive forest management technique for improving per-acre harvests.
4. \$20,000 for continuation of the Horning seed orchard project, developed with the assistance of the Tillamook Civilian Conservation Center at Tillamook, Oregon. This increase will allow us to begin production of genetically superior Douglas Fir seed for planting stock.

Forest Service: The Forest Service program of \$63,000 is included in the total of \$1,303,000. The FY 1970 program is a decrease of \$21,000 from FY 1969. The funds are used for reforestation and stand improvement work on those O&C lands which are under Forest Service jurisdiction. The program will provide about 460 acres of reforestation and about 2,100 acres of stand improvement.

(c) Forest Management - \$910,000

The estimate of \$910,000 is an increase of \$200,000 over FY 1969, exclusive of carry over funds. The increase consists of the following items:

<u>Increase (+) or Decrease (-)</u>				<u>Explanation</u>
<u>Amount</u>	<u>Positions</u>	<u>Total Program</u>	<u>Total Positions</u>	
(1) +\$200,000	+15	\$200,000	15	To administer log export controls.
<u>+\$200,000</u>	<u>+15</u>			

An increase of \$200,000 is included to comply with Section 401 of P.L. 90-554 governing log exports from Federal lands west of the 100th Meridian. This amount will support a minimum program to assist industry in its own efforts toward log export regulation, to stabilize local economies in western Oregon where the largest volume of Bureau sales are made. Major phases of the program involving Bureau efforts include proper marking and scaling of non-exportable and excepted logs, and conducting hearings on surplus volumes or species as provided in the law.

The FY 1969 amount was increased by \$150,000 over the original budget estimate to offer the planned volume of mortality salvage and thinnings, and to fund increased salaries resulting from the cumulative effect of the last three pay raises. While the costs of pay increases are fully absorbed within the total appropriation, man-

power oriented subactivities such as this one, required increased funding.

The 203 million board feet of timber sold under this program is included with sales listed under Forest Management, western Oregon (MLR Appropriation), to illustrate in full the volume of timber sold in western Oregon. Readily marketable timber from young stands in western Oregon which will benefit from thinning and older stands where mortality loss occurs is salvaged under this program. This silvicultural practice results in faster growth of the remaining trees, and a greater total harvest from the stand.

(3) Operation and Maintenance \$1,500,000

The amount of \$1,500,000 is an increase of \$190,000 over the amount available for FY 1969, exclusive of carryover funds. It is to provide adequate maintenance of access roads and recreation facilities on Bureau lands in western Oregon.

(a) Roads - \$1,300,000

The amount of \$1,300,000 is an increase of \$140,000 over FY 1969 availability exclusive of carryover funds. The total amount coupled with maintenance fees paid by purchasers of government timber and other commercial road users will provide maintenance for some 2,500 miles of timber access roads. These roads must be kept in usable condition to insure an even flow of logs to the mills, particularly during the rainy season when inadequately maintained roads rapidly deteriorate. Washouts are costly both in repair and in the economic loss suffered by the mill operator and the logger.

The increase of \$140,000 will allow accomplishment of an additional 120 miles of preventive and 48 miles of corrective maintenance.

(b) Recreation Facilities - \$200,000

An amount of \$200,000 is an increase of \$50,000 over the amount available in FY 1969 exclusive of carryover funds. The O&C areas are near population centers and are annually receiving more recreation use. Heavy use increases the need for maintenance. This program provides adequate services such as disposing of garbage, servicing sanitation facilities, keeping drinking water safe and general repair and maintenance of facilities.

ITEMIZATION OF ESTIMATE

Oregon and California Grant Lands (receipt limitation)

	Actual 1968	Estimate 1969	Estimate 1970	Increase (+) Decrease (-)
<u>Program and Financing:</u>				
Total obligations ..	\$12,877,591	\$11,589,128	\$16,545,000	\$4,955,872
Unobligated balance available, start of year	-3,132,691	-1,634,128	-2,795,000	-1,160,872
Unobligated balance available, end of year	1,634,128	2,795,000	---	-2,795,000
Appropriation	11,379,028	12,750,000	13,750,000	+1,000,000
<u>Obligations by Objects:</u>				
11.0 Personnel compensa- tion	2,793,063	2,960,628	3,168,000	+ 207,372
12.1 Personnel benefits: Civilian employees	170,064	217,000	232,000	+ 15,000
21.0 Travel and trans- portation of persons	239,976	240,000	248,000	+ 8,000
22.0 Transportation of things	214,845	200,000	202,000	+ 2,000
23.0 Rent, communica- tions, and utilities	57,068	60,000	65,000	+ 5,000
24.0 Printing and reproduction	8,896	8,500	9,000	+ 500
25.0 Other services...	2,016,573	2,493,000	2,228,000	- 265,000
26.0 Supplies and materials	389,335	403,000	411,000	+ 8,000
31.0 Equipment	13,628	16,000	17,000	+ 1,000
32.0 Lands and structures	6,981,353	4,991,000	9,965,000	+4,974,000
42.0 Insurance claims and indemnities .	990	---	---	---
Subtotal	12,885,791	11,589,128	16,545,000	+4,955,872
Portion of foregoing obligations originally charged to object 32	-8,200	---	---	---
Total Obligations	12,877,591	11,589,128	16,545,000	+4,955,872

JUSTIFICATION

Range Improvements

\$1,788,000

Appropriation 1968	Appropriation 1969	Estimate 1970	Increase (+) Decrease (-)
\$1,443,854	\$1,460,000	\$1,788,000	\$+328,000

Range Improvements, an annual, indefinite appropriation, is derived from the Range Improvement Fund established by law (43 U.S.C. 315). Included also are receipts from Bankhead-Jones Farm Tenant Act lands transferred from the Department of Agriculture by various Executive Orders. The increase results from the increase in grazing fees for the grazing year beginning on March 1, 1969, a portion of which is designated in the Act as the Range Improvement Fee.

The objective of this program is to support range management on deteriorated and declining range lands to restore and sustain forage production and complement the watershed treatment and wildlife habitat improvement programs. Lands valuable for forage production are usually also valuable upland watersheds and important wildlife winter ranges or habitat areas.

Program of Work: In FY 1970, the program of work includes the construction of 400 miles of fence and 275 water developments. These added improvements will aid implementation of multiple-use management plans for lands which are important for forage production, as watersheds, and as wildlife habitat. Land improvements resulting from this increase will provide additional forage for livestock and wildlife. Continued effort is planned for maintenance of the existing range improvements.

ITEMIZATION OF ESTIMATE

Range Improvement (receipt limitation)

	Actual 1968	Estimate 1969	Estimate 1970	Increase(+) Decrease(-)
<u>Program and Financing:</u>				
Total obligations.....	\$1,490,124	\$1,599,887	\$1,788,000	\$+188,113
Unobligated balance available, start of year.....	-186,433	-140,163	---	+140,163
Unobligated balance available, end of year.....	140,163	---	---	---
Appropriation.....	1,443,854	1,459,724	1,788,000	+328,276
<u>Obligations by Objects:</u>				
11.0 Personnel compen- sation.....	\$ 596,016	\$ 676,887	\$ 697,000	\$ +20,113
12.0 Personnel benefits: Civilian employees.....	31,502	36,000	37,000	+ 1,000
21.0 Travel and trans- portation of persons.....	39,946	42,000	42,000	---
22.0 Transportation of things.....	77,513	75,000	75,000	---
23.0 Rent, communications and utilities.....	4,849	5,000	5,000	---
24.0 Printing and repro- duction.....	12	---	---	---
25.0 Other services.....	492,718	500,000	667,000	+167,000
26.0 Supplies and materials.....	229,478	250,000	250,000	---
31.0 Equipment.....	18,090	15,000	15,000	---
Total obligations.....	1,490,124	1,599,887	1,788,000	+188,113

ADMINISTRATIVE PROVISIONS

Passenger Motor Vehicles:

Authorization is requested for the purchase of one passenger carrying bus for replacement only. The replaced vehicle will have met the standards as to age or mileage.

This vehicle will be used primarily to transport firefighters to going fires and to transport firefighting crews for training purposes in both fire suppression and presuppression.

Vehicles to be purchased:

Number.....	1
Gross Cost.....	\$6,000

Old vehicles to be exchanged:

Number.....	1
Allowance.....	\$ 300
Net Cost.....	\$5,700

Aircraft:

Authorization is requested to acquire one additional aircraft by transfer from another agency's surplus. This authorization is requested contingent upon the unavailability of the aircraft authorized for acquisition in FY 1969, and will be used only if the Bureau is unable to acquire the aircraft authorized in the FY 1969 administrative provisions.

This aircraft, a C-121 or equivalent, will be used at the Fire Center, Gowen Field, Boise, Idaho, for the transportation of fire fighters, smokejumpers, equipment and supplies.

Aircraft to be acquired from excess source:

Number.....	1
Cost.....	\$ -0-

ADMINISTRATIVE PROVISIONS

Explanation of Language Change

The Change in the language of the Administrative Provisions of the FY 1970 Appropriation Act reflects the decision beginning with the payments to be made in FY 1970 to adjust downward the payments to the Oregon and California Land Grant Counties of Oregon until they reach levels equivalent to those which would be made under a formula identical to that used for the Coos Bay Wagon Road Land Grant Counties.

The effect of the language is to limit the payment of that portion of the O&C receipts collected in Fiscal Year 1969 which will be distributed to the O&C counties in July and August, 1969, to a total amount of \$24 million. It is estimated that gross receipts in FY 1969 from O&C lands will be \$51 million, 50% of which equals \$25.5 million. Based on the estimates, the payment of \$24 million represents 47% of the anticipated receipts, while the O&C counties have been paid 50% of gross receipts in the past. The upcoming payment will be a reduction of about \$1.5 million which will be deposited in the General Fund of the U. S. Treasury.

The payment of 47% of the gross O&C timber receipts to the O&C counties compares with the distribution of timber sale receipts under other existing legislation as follows:

Public Domain Lands	5% of net receipts (31 U.S.C. 711)
Coos Bay Wagon Roads	assessed the same as private lands (this averaged 12 $\frac{1}{2}$ % over the past 5 years) (53 Stat. 753)
National Forests	25% of receipts (16 U.S.C. 500)

The FY 1970 action is the first-year increment of an adjustment period which, by spreading the adjustment substantially equally and annually, will take no more than ten years to reach the levels referred to above.

